NOTE

This Microfiche meets the quality requirements of the American National Standard for Microfiche of Documents (ANSI PH5.9-1975). However, because of imperfections in the document from which it was made, it contains images that are illegible or difficult to read. The source document for this microfiche is the best copy that could be obtained prior to filming.

CIS

Congressional Information Service, Inc
Washington, D.C

HOMELESS AMERICANS IN THE NATION'S CAPITAL

OVERSIGHT HEARING

BEFORE THE

SUBCOMMITTEE ON GOVERNMENT OPERATIONS
AND METROPOLITAN AFFAIRS

OF THE

COMMITTEE ON
THE DISTRICT OF COLUMBIA
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

ON

EXAMINING GOVERNMENT'S ROLE IN MEETING THE NEEDS OF
HOMELESS AMERICANS

NOVEMBER 7, 1985

Serial No. 99-12

U.S. GOVERNMENT PRINTING OFFICE
57-420 O WASHINGTON : 1986

H301-7

COMMITTEE ON THE DISTRICT OF COLUMBIA

RONALD V. DELLUMS, California, *Chairman*

WALTER E. FAUNTROY,
  District of Columbia
ROMANO L. MAZZOLI, Kentucky
FORTNEY H. (PETE) STARK, California
WILLIAM H. (BILL) GRAY III, Pennsylvania
MICHAEL D. BARNES, Maryland
MERVYN M. DYMALLY, California
ALAN D. WHEAT, Missouri

STEWART B. McKINNEY, Connecticut
STANFORD E. (STAN) PARRIS, Virginia
THOMAS J. BLILEY, Jr., Virginia
LARRY COMBEST, Texas

EDWARD C. SYLVESTER, Jr., *Staff Director*
JOHN GNORSKI, *Minority Staff Director*

SUBCOMMITTEE ON GOVERNMENT OPERATIONS AND METROPOLITAN AFFAIRS

MICHAEL D. BARNES, Maryland, *Chairman*

WILLIAM H. (BILL) GRAY III, Pennsylvania
FORTNEY H. (PETE) STARK, California
WALTER E. FAUNTROY,
  District of Columbia
——— ———

STANFORD E. (STAN) PARRIS, Virginia
STEWART B. McKINNEY, Connecticut
LARRY COMBEST, Texas

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

CONTENTS

STATEMENTS

Page

- Barnes, Hon. Michael D., opening statement 1
  - Prepared statement with attachment 4
- Clarke, Hon. David A., chairman, D.C. Council 82
  - Prepared statement with attachment 84
- Fauntroy, Hon. Walter E., prepared statement 13
- Haddow, C. McClain, Chief of Staff, Department of Health and Human Services 16
- Malson, Robert A., senior policy advisor, D.C. Department of Human Services, Commission on Social Services, accompanied by Annie Goodson, executive director, D.C. Commission on Homelessness, and Dennis Bethea, chief, D.C. Office of Emergency Shelter and Support Systems 114
- McKinney, Hon. Stewart B., prepared statement 14

Panel consisting of:

  - Huguenin, Elisabeth, Coalition for the Homeless 69
  - McLaughlin, Sister Patricia, SSND, coordinator, My Sister's Place, Baltimore, MD 59
  - Steinbruck, Rev. John, Luther Place Lutheran Church, Washington, DC 67

Panel consisting of:

  - Ferrall, Timothy 181
  - Zapata, Luis 181
- Snyder, Mitchell, Community for Creative Nonviolence 133

MATERIAL SUBMITTED FOR THE RECORD

- Coalition for the Homeless—Highlights of Activities, 1984-85, by Boyd Smith and Eric Easter 51
- D.C. Coalition for the Homeless—Organization History and Experience 80

APPENDIX

- Ad Hoc Committee Against the Anacostia Homeless Shelter, prepared statement, by Laura M. Richards 255
- Advisory Neighborhood Commission 6C, Ernest Darling, chairperson; letter dated October 10, 1985, with attachments 270
- Chwat/Weigend Associates, John S. Chwat; letter to Harvey R. Vieth, Chairman, Federal Task Force on the Homeless, dated July 25, 1985 355

Coalition for the Homeless, Elisabeth Huguenin, president; letters to:

  - Barry, Hon. Marion S., Jr., Mayor, District of Columbia, dated July 3, 1985 334
  - Bethea, Dennis D., chief, D.C. Office of Emergency Shelter and Support Services, dated July 3, 1985 337
  - Richey, Hon. Charles E., U.S. District Judge, dated July 3, 1985 333
  - Rivers, David, director, D.C. Department of Human Services, dated July 3, 1985 335
  - Vieth, Dr. Harvey R., director, D.C. Office of Community Services, dated July 3, 1985 336
- Georgetown Shelter for the Homeless—A Report to the Community, draft, March 13, 1984 391
- Gilchrist, Charles W., county executive, Montgomery County, MD; letter to Hon. Michael D. Barnes, with attachment 189
- H.R. 2776, November 7, 1985, legislative history, Office of the Clerk 269

Page

Huguenin, Elisabeth, president, board of directors, Coalition for the Homeless; letter with attachments, dated September 9, 1985 338

Luther Place Memorial Church—A Church as Refuge/Sanctuary, by John F. Steinbruck, pastor 325

Luther Place Memorial Church Requests Proposals for 21,407 Square Foot Site, booklet 244

Memorandums:

- July 31, 1985, from Charles D. Baker, Under Secretary, Health and Human Services, to Harvey Vieth, Chairman, Federal Task Force on the Homeless, re future of homeless shelter 353
- July 31, 1985, from Harvey R. Vieth, Chairman, Federal Task Force on the Homeless, to Charles D. Baker, Under Secretary, Department of Health and Human Services, re future of homeless shelter 357
- D.C. government, department of human services, briefing paper for Lawrence Guyot, private citizen, for meeting with Ms. Madeline Petty, director, D.C. Department of Housing and Community Development 385
- Reach Out To Jesus Family Chapel, from Don D. Gottino, pastor, to responsible parties, re CCNV shelter 383

Robert Robbins, et al., v. *Ronald Reagan, et al.*, U.S. District Court for the District of Columbia 403

Use of trailers for temporary housing 389

Zapata, Luis, chairperson, Frederick Douglass Community Improvement Council; letter to Elisabeth Huguenin, president, board of directors, Coalition for the Homeless, dated November 23, 1985 241

HOMELESS AMERICANS IN THE NATION'S CAPITAL

THURSDAY, NOVEMBER 7, 1985

House of Representatives,
Subcommittee on Government Operations
and Metropolitan Affairs,
Committee on the District of Columbia,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., in room 1310, Longworth House Office Building, Hon. Michael D. Barnes (chairman of the subcommittee) presiding.

Present: Representatives Barnes, Parris, and Combest.

Also present: Edward C. Sylvester, Jr., staff director; Sandra Fiske, staff counsel; Ronald C. Willis, and Julius Hobson, Jr., staff assistants; Roberta J. Messalle, Eric F. Becker, Shahid Z. Abdullah, and Mark J. Robertson, minority staff assistants.

Mr. **Barnes.** Ladies and gentlemen, the Subcommittee on Government Operations and Metropolitan Affairs will come to order.

Before we start, let me ask that there be no smoking in the room. The room is obviously very crowded, and just for everyone's comfort, if you must smoke, go somewhere else.

This subcommittee last convened in May of this year to hold oversight hearings on the state of the Potomac River, focusing primarily on safety and environmental concerns. But as those who were here that day will recall, during the course of that hearing, the Army Corps of Engineers expressed concern over possible defects in the District of Columbia's flood control system, which could result, they said, in serious flooding of land adjacent to the Potomac waterfront as well as Government buildings, potentially, along Pennsylvania and Constitution Avenues and Independence Avenue, Northwest.

Following that hearing earlier this year, Delegate Walter Fauntroy, Congressman Steny Hoyer, and myself joined in requesting the chairman of the House Appropriations Subcommittee on Energy and Water Development to include funds in the fiscal year 1986 energy and water appropriations bill so that an uncompleted District of Columbia flood protection project could be finished. Funds were included in the legislation, and the bill was signed into law by President Reagan on November 1, just 7 days ago.

Obviously, the cresting of the Potomac's waters today along the city's shoreline is a clear reminder of the critical need to provide all necessary safeguards to hold back threatening flood waters from damaging our city's monuments and national treasures and from just disrupting Government and other vital activities in the Nation's Capital.

I noted this morning, for example, that the monuments, the principal monuments, are closed to the public because of the potential danger to citizens from the flooding that we are experiencing already and expect to be more severe throughout the day. We were informed by the Army Corps of Engineers at the hearing in May that what they termed a 100-year flood, something a lot worse than what we are likely to experience today, could put basically the whole downtown area under water, something they are experiencing a little south of us in Richmond and a little north and west of us in some other cities.

So, I am very pleased to be able to announce this morning that the funds for this project have been appropriated. They have been signed into law. And I don't think we need to do too much urging of the Army Corps of Engineers to begin the completion of that project, for which they now have the funding, as soon as possible. I know that the corps is very concerned about it, very interested in completing it, because they are the ones who brought it to our attention earlier this year.

Now we will move to the specific subject matter of this morning's hearing.

Earlier this year, I toured the shelter for the homeless operated by the Community for Creative Non-Violence just a few blocks from the Capitol Building. I have spent the last week touring model shelter facilities in Baltimore, MD; in Silver Spring, MD; and yesterday I visited the temporary shelter for the homeless that is being set up by HHS over in Anacostia. I might note that I am informed that that area by the shelter over there is being sandbagged this morning because it's right on the river. And it is potentially threatened by the flooding that we expect to experience here in the next few hours.

What I saw in visiting these shelters was both heartening and distressing. I was heartened by what I think is just the superlative work being performed by the really model shelter providers that I met over in Baltimore and out in Montgomery County. But obviously I think we all remain distressed by the extent of the need for these kinds of shelters in the first place and by the lack of progress that has been toward a comprehensive, long-term solution to this problem.

The purpose of today's hearing is to examine Government's role in meeting the needs of homeless Americans. The service providers that I have spoken with all stated that, while public and private organizations are struggling to provide the very basics of food and shelter, the long-term social, medical, and psychiatric needs of the homeless are not being met. It's clear to me—and this is not a partisan statement, it's just a fact—that America's homeless are falling through the cracks of whatever safety net the current administration thinks it has placed out there.

Almost a year ago to the day, President Reagan promised to provide the Nation's Capital with a permanent shelter for the homeless that would serve as a model for the rest of the Nation. As of today, the promised shelter has not materialized, winter is almost upon us, the Department of Health and Human Services is making a last minute effort to provide temporary housing for these individuals, and the Nation has yet to develop a coherent, long-range policy to return these people, our neighbors, to the mainstream.

The Committee on the District of Columbia, as many know, has played an important role in heightened public awareness of the plight of the homeless. In March of this year, for example, Delegate Fauntroy held hearings on the deinstitutionalization of mental health patients, a major factor in the rising number of homeless Americans. I was told by the officials at Catholic Charities in Baltimore, who run some of the best shelters in America, for example, that about 70 percent of the people that they are serving are deinstitutionalized, people who were in institutions and most of whom probably need to still be.

The hearings also focused earlier this year on H.R. 1479, a bill introduced by our colleague, the ranking Republican member of this committee, Mr. McKinney, which would require States to have alternative treatment programs in place before patients can be released from State mental hospitals. At the hearing, witnesses' opinions were solicited to determine the effectiveness of housing the homeless in large warehouse-like facilities. Virtually everybody was in agreement that much smaller facilities were more effective.

Last year's bill transferring control of St. Elizabeth's Hospital from the Federal to the District government was shepherded through the Congress by this committee. The bill also contains a provision requiring the District of Columbia to provide a comprehensive mental health systems plan which includes direct services for the homeless mentally ill. We will be hearing from District officials today about how they intend to provide those services.

Societies are often judged on how they provide for their least fortunate members. It is clear to me that more needs to be done, certainly here in our Nation's Capital, for this group of citizens. Here in the Capital of the greatest Nation on Earth we have turned care for the homeless into a political football. This is unfortunate. All levels of government must be responsible for working with the private sector to ensure that adequate housing and other services are provided.

It is my hope that the testimony we will be hearing today will provide some expert insight into how to operate a model shelter. This information could be useful, obviously, to HHS as it continues to refine its plans to provide that model homeless shelter for the District that we are all waiting to see. And it can be useful to communities all over the country who are struggling with this critical problem.

At this point I would want to recognize my colleagues on the committee for any comments that they might want to make before we get to the testimony. Mr. Parris.

[The prepared statement of Mr. Barnes, with attachments, follows:]

RONALD V. DELLUMS, CALIFORNIA, CHAIRMAN

WALTER E. FAUNTROY, DISTRICT OF COLUMBIA
ROMANO L. MAZZOLI, KENTUCKY
FORTNEY H. (PETE) STARK, CALIFORNIA
WILLIAM H. GRAY III, PENNSYLVANIA
MICHAEL D. BARNES, MARYLAND
MERVYN M. DYMALLY, CALIFORNIA
ALAN D. WHEAT, MISSOURI

STEWART B. MC KINNEY, CONNECTICUT
STANFORD E. (STAN) PARRIS, VIRGINIA
THOMAS J. BLILEY, JR., VIRGINIA
LARRY COMBEST, TEXAS

EDWARD C. SYLVESTER, JR., STAFF DIRECTOR
JOHN GNORSKI, MINORITY STAFF DIRECTOR

TELEPHONE 225-4457

U.S. House of Representatives
Committee on the District of Columbia
ESTABLISHED 27 JANUARY 1808
Room 1310, Longworth House Office Building
Washington, DC 20515

STATEMENT OF CONGRESSMAN MICHAEL D. BARNES (D-MD)
CHAIRMAN, DISTRICT OF COLUMBIA SUBCOMMITTEE
ON GOVERNMENT OPERATIONS AND METROPOLITAN AFFAIRS
OVERSIGHT HEARING ON HOMELESS AMERICANS IN THE NATION'S CAPITAL

NOVEMBER 7, 1985

I spent last week touring model shelter facilities in Baltimore and Silver Spring, Maryland, and yesterday morning I visted the temporary shelter for the homeless set up by HHS in Anacostia. What I saw was both heartening and distressing. I was heartened by the superlative work being performed by the model shelter providers I met in Baltimore and Silver Spring. But I remain distressed by the extent of the need for such shelters in the first place, and by the lack of progress that has been made toward a comprehensive, long term solution.

The purpose of today's hearing is to examine government's role in meeting the needs of homeless Americans. The service providers I spoke with all stated that while public and private organizations are struggling to provide the very basics in food and shelter, the long term social, medical and psychiatric needs of the homeless are not being met. It is clear to me that America's homeless are falling through the Reagan Administration's safety net.

Almost a year ago to the day, President Reagan promised to provide the nation's capital with a permanent shelter for the homeless that would serve as a model for the rest of the nation. As of today, the promised shelter has not materialized, winter is almost upon us, the Department of Health and Human Services is making a last minute effort to provide temporary housing for these individuals and the nation has yet to develop a coherent, long range policy to return these people to the mainstream.

The Committee on the District of Columbia has played an important role in heightening public awareness of the plight of the homeless. In March of this year, Congressman Fauntroy held hearings on the deinstitutionalization of mental health patients -- a major factor in the rising number of homeless Americans -- and on H.R. 1479, a bill introduced by Rep. Stewart McKinney, which would require states to have alternative treatment programs in place before patients can be released from state mental hospitals. At the hearing, witnesses' opinions were solicited to determine the effectiveness of housing the homeless in large warehouse-like facilities. All were in agreement that much smaller facilities were more effective.

Last year's bill transferring control of St. Elizabeth's Hospital from the federal to the district government was shepherded through the Congress by this Committee. The bill also contains a provision requiring the District of Columbia to provide a comprehensive mental health systems plan which includes direct services for the homeless mentally ill. We will be hearing from District officials today about how they intend to provide such services.

Societies are often judged on how they provide for their least fortunate members. It is clear to me that more needs to be done for this group of citizens. Here in the nation's capital we have turned care for the homeless into a political football. This is unfortunate. All levels of government must be responsible for working with the private sector to ensure that adequate housing and other services are provided. It is my hope that the testimony we hear today will provide expert insight on how to operate a model shelter. This information can be useful to HHS as it continues to refine its plans to provide a model homeless shelter for the District, and can be useful to communities around the nation struggling with this critical problem.

# # #

Congreſs of the United States
Washington, D.C. 20515

November 7, 1985

FOR IMMEDIATE RELEASE
CONTACT: Bill Bronrott, (202)225-5341

BARNES ANNOUNCES APPROVAL OF D.C. FLOOD CONTROL FUNDS, CALLS ON ARMY CORPS OF ENGINEERS TO START UP PROJECT

Washington, D.C. --- Maryland Congressman Michael D. Barnes (D-8) today called on the U.S. Army Corps of Engineers to begin completion of the Washington, D.C. and Vicinity Flood Control Project with the federal funds now made available in legislation signed into law November 1 to provide $180,000 to the Army Corps to complete the city's flood control system, portions of which were partially constructed following the District of Columbia's last major flood in October, 1942.

Last May, Barnes, who chairs the District of Columbia Subcommittee on Government Operations and Metropolitan Affairs, held a subcommittee hearing on Potomac River safety and environmental concerns, during which the Army Corps of Engineers expressed concern over possible defects in the District's flood control system which could result in serious flooding adjacent to the Potomac waterfront extending to government buildings along Pennsylvania and Constitution Avenues, N.W.

Following the hearing, Barnes was joined by Delegate Walter Fauntroy and Congressman Steny Hoyer, to urge the House Appropriations Subcommittee on Energy and Water Development to include funding in the FY 1986 energy and water appropriations bill to complete the city's flood control system.

"The cresting of the Potomac's waters today along the city's shoreline is a clear reminder of the critical need to provide all necessary safeguards to hold back threatening flood waters from damaging the city's national treasures and disrupting government and other vital activities in the nation's capital," Barnes said.

Portions of the Washington, D.C. and Vicinty Flood Protection System were constructed after the flood of October, 1942, but was never fully completed. The 1942 flood covered West and East Potomac Parks, areas of Maine Avenue, Fort McNair, the Navy Yard, Anacostia Park, the area north of the Naval Air Station, Bolling Air Field, and approaches to Washington National Airport.

Based on preliminary, Barnes said that areas most vulnerable to a major flood are bounded by Pennsylvania and Constitution Avenues between First and 15th Streets, N.W., and along First to P Street, S.W. Buildings in this area include:

Dept of Commerce
Post Office Dept
Internal Revenue Service
Justice Dept/FBI Bldg
National Archives
Federal Trade Commission
Labor Department
Nat'l Gallery of Art
District Building
U.S. Court House
Rayburn House Office Bldg
Space Computing Center
Employment Security Bldg
Public Library Admin Bldg
Health & Human Services Dept
Social Security Admin.
National Museum of History of Technology
National Museum of Natural History
Food and Drug Administration

# # #

MICHAEL D. BARNES
8TH DISTRICT, MARYLAND

ASSISTANT MAJORITY WHIP

CO-CHAIRMAN,
FEDERAL GOVERNMENT SERVICE
TASK FORCE

WASHINGTON OFFICE:
401 CANNON HOUSE OFFICE BUILDING
WASHINGTON, DC 20515
(202) 225-5341

MONTGOMERY COUNTY OFFICE:
SUITE 302
11141 GEORGIA AVENUE
WHEATON, MD 20902
(301) 946-6801
TTY (301) 946-0106

Congress of the United States
House of Representatives
Washington, DC 20515

COMMITTEE ON THE BUDGET
MEMBER, DEFENSE AND INTERNATIONAL AFFAIRS
MEMBER, INCOME SECURITY

COMMITTEE ON THE DISTRICT OF COLUMBIA
CHAIRMAN, GOVERNMENT OPERATIONS AND METROPOLITAN AFFAIRS
MEMBER, JUDICIARY AND EDUCATION

COMMITTEE ON FOREIGN AFFAIRS
CHAIRMAN, WESTERN HEMISPHERE AFFAIRS
MEMBER, ARMS CONTROL, INTERNATIONAL SECURITY AND SCIENCE
MEMBER, ASIAN AND PACIFIC AFFAIRS

November 7, 1985

FOR IMMEDIATE RELEASE
CONTACT: Bill Bronrott, (202)225-5341

BARNES PANEL INVESTIGATES
"STATE OF HOUSING FOR HOMELESS AMERICANS"

One year after President Reagan's election eve promise to build a model facility for the homeless in the nation's capital, Maryland Congressman Michael D. Barnes (D-8), Chairman of the District of Columbia Subcommittee on Government Operations and Metropolitan Affairs, today convened an oversight hearing before his panel to examine "The State of Housing of Homeless Americans in the Nation's Capital."

Today's hearing follows a series of tours Barnes made of model facilities for homeless people in Baltimore and Silver Spring, Maryland, and the temporary shelter being set up by the U.S. Health and Human Services Department in Anacostia, Washington, D.C.

Barnes said the purpose of the investigation is to "examine government's role in meeting the needs of homeless Americans, and to gather expert insight into how communities provide first-rate services for the homeless -- knowledge that can be transferred to the many other communities, like the nation's capital, facing a homeless housing crisis."

Referring to his recent tour of homeless facilities, Barnes said: "Every service provider I spoke with said that while public and private organizations are struggling to provide the very basics in food and shelter, the long-term social, medical and psychiatric needs of the homeless are not being met. It is clear that America's homeless are falling through the Reagan Administration's safety net."

In his opening remarks, Barnes concluded: "Societies are often judged on how they provide for their least fortunate members. Clearly, more needs to be done for this group of citizens. Here in the nation's capital, care for the homeless has been turned into a political football. This is unfortunate. All levels of government must be responsible for working with the private sector to ensure that adequate housing and other services are provided."

BALTIMORE SUN, October 29, 1985

THE SUN/WALTER M. MCCARDELL, JR.

Barnes tours shelters

Representative Michael Barnes, D-Md., right, talked to Andre Dixon yesterday at Our Daily Bread, a Baltimore soup kitchen. The congressman also visited two shelters as part of an investigation into the plight of the homeless. On his right is Angelo Boar, kitchen director.

WASHINGTON POST, November 5, 1984

Reagan Agrees to Refurbish Homeless Shelter

Snyder Ends Hunger Strike

By Sandra G. Boodman
Washington Post Staff Writer

The Reagan administration yesterday agreed to renovate the squalid 800-bed shelter for the homeless in downtown Washington run by the Community for Creative Non-Violence, ending a 51-day hunger strike by Mitch Snyder, the group's leader.

Snyder, who had threatened to starve himself to death unless the administration agreed to spend $5 million to repair the shelter, lost more than 60 pounds during his fast.

He was rushed by ambulance to Howard University Hospital at 3 p.m., shortly after a bedside visit by the chairman of a federal task force on the homeless and a telephone call from Health and Human Services Secretary Margaret M. Heckler informing him that President Reagan had personally approved the agreement hours earlier while en route to a campaign stop aboard Air Force One.

According to a statement by Heckler, the administration pledges to turn the decaying, vermin-infested facility into a "model physical shel-

See SNYDER, A17, Col. 1

A supporter grasps hand of Mitch Snyder after receiving word that administration would repair shelter.

Snyder Ends 51-Day Hunger Strike As Agreement Is Reached on Shelter

SNYDER, From A1

ter structure to house the homeless . . . to be used as long as a critical need exists." But it stopped short of promising Snyder the $5 million he had said was a condition of ending his fast.

Snyder was listed in serious condition last night in the intensive care unit at Howard, where he was being treated for prolonged starvation and dehydration. Hospital officials said they had not yet determined whether the fast, begun Sept. 15, had left him with any serious physical problems. Snyder, 41, suffered permanent eye damage from a 64-day hunger strike two years ago when he was protesting naming a nuclear submarine the Corpus Christi, which means Body of Christ in Latin.

"I feel real good," said Snyder, smiling weakly as he ended his water-only fast by taking tiny sips of vegetable broth while waiting for the ambulance to arrive at CCNV's communal house at 1345 Euclid St. NW. "I'm deeply grateful to God for letting me live to see this and I'm grateful to the president . . . That's a message to a lot of people two days before the election that homeless people count, and that message found its way into the Oval Office."

The agreement was the result of more than six hours of often heated telephone negotiations that began Saturday night and lasted until 4 a.m. yesterday.

On one side were White House chief of staff James A. Baker III, whose wife Susan had helped CCNV obtain the shelter, Heckler and Harvey Vieth, chairman of the Federal Task Force on Food and Shelter, who visited Snyder yesterday. On the other were Snyder and Carol Fennelly, leaders of the CCNV, an advocacy group that operates the mammoth shelter in an abandoned federal building at 425 Second St. NW which it leases for $1 a year.

HHS officials said they thought repairs to the shelter could cost between $2 million and $5 million. "We can't provide a good estimate until we sit down and look at it," said Vieth, who toured the facility Friday with officials from the General Services Administration. "We're more than willing to work with them and I know Mitch and Carol want to do it in as economical a way as possible."

Snyder's hunger strike received international attention and had prompted several congressmen, including House Speaker Thomas P. O'Neill Jr. (D-Mass.), to urge the administration to fix the building.

Vieth, who has worked with Snyder since last winter and several times publicly asked him to end his fast, said administation officials agreed to repair the shelter—a demand they had for months rejected—"for humanistic reasons" and not because Snyder's hunger strike had received wide media attention, including a segment broadcast last night on CBS's "60 Minutes."

"If it wasn't a good thing it wouldn't be done," said Vieth.

Presidential spokesman Larry Speakes said Reagan had seen Washington Post stories about Snyder and the activist group he heads and was aware that Snyder was being profiled on "60 Minutes."

Speakes said the president had Baker direct Heckler to "upgrade the facilities" at the shelter to make it a "model."

"The president wants to do something for the homeless," Speakes said.

One of the sticking points in the negotiations, Vieth said, was CCNV's loose style of operating the shelter and Snyder's demand that federal officials fund the establishment of a 25-bed infirmary and sophisticated medical laboratory, which Vieth said could have posed licensing problems.

As part of the agreement, Snyder also dropped his demand that the White House withdraw a controversial report issued by the Department of Housing and Urban Development that he says greatly underestimates the homeless population nationally.

"We had to be politically realistic," Fennelly said.

Shortly before 2:30 p.m. yesterday, as Vieth emerged from a 20-minute meeting with Snyder, more than three dozen members of the CCNV, including nearly a dozen who were also fasting but not in serious condition, gathered on the first floor of the Euclid street house.

Amid an incessant jangle of telephones Fennelly read Heckler's promises that the federal government would construct kitchen and laundry facilities, a first aid station, lockers, consultation rooms and adequate sprinkler system, as CCNV members cheered loudly.

Then she shook hands with Vieth, who addressed the group. "You guys have put me on a fast during the last 48 hours," he said grinning. "The last 48 hours I haven't had time to eat anything, because we've been working around the clock on this one. I thank Mitch and thank God that he stopped his fast."

Fifteeen minutes later, Snyder, looking emaciated and clad in jeans, a beige T-shirt and flip-flop sandals, was carried down from his fourth-floor bedroom and gently deposited in a ripped orange armchair in the dining room.

"I just want you all to know you have done a really fine job in a really difficult situation," said Snyder. Several CCNV members applauded while others wept and knelt to embrace him.

The group then formed a circle, held hands and prayed. One member played the flute, another read from the Bible and then the group broke the fast passing around a cup of red wine, a loaf of homemade bread and soup. Snyder sipped bouillon from a pottery mug as Fennelly urged him not to drink too much.

A crowd of neighbors and TV camera crews gathered as ambulance attendants arrived, placed Snyder on a gurney and carried him down the broken cement steps.

"Was it worth it, Mitch?" one reporter shouted as he was strapped to a stetcher and loaded into the ambulance.

"Sure it was," he said, flashing a thumbs-up sign.

Mr. PARRIS. Thank you, Mr. Chairman. I have no opening statement.

Mr. BARNES. Mr. Combest.

Mr. COMBEST. No, thank you, Mr. Chairman.

Mr. BARNES. We have two statements from colleagues who are not with us at the moment that I would ask unanimous consent to include in the record: the statements of Hon. Stewart B. McKinney, and Hon. Walter Fauntroy. Without objection, those statements will be included in the record as this point.

[The information follows:]

PREPARED STATEMENT OF WALTER E. FAUNTROY

Few problems plaguing America are more tragic than the plight of America's homeless. From small towns to major cities; from the Farm Belt to the Sun Belt; to the great industrial centers of the Northeast; they come—the young, the old, men, women, children, the mentally ill and physically handicapped. They pour out onto our streets looking for some sort of assistance, some kind of direction that will give them relief.

In 1981, committee chairman, Ronald Dellums led our committee to consider the effect deinstitutionalization was having on the chronic mentally ill population. In March of 1985, the Subcommittee on Fiscal Affairs and Health, which I chair, once again looked into the questions of homelessness in America.

Today, once again, we will try to bring some light to bear on this problem. I join with you Mr. Chairman, in seeking to answer the questions that homelessness cause us to ask.

TESTIMONY OF HON. STEWART B. MCKINNEY ON HOMELESS AMERICANS IN THE NATION'S CAPITAL

MR. CHAIRMAN:

IN 1981 AND AGAIN IN MARCH OF THIS YEAR, THE HONORABLE WALTER FAUNTROY AND I HELD HEARINGS ON THE HOMELESS MENTALLY ILL. IN CONTINUING THIS DISTRICT OF COLUMBIA FOCUS, I WOULD LIKE TO THANK THE GENTLEMAN FROM MARYLAND FOR HOLDING THIS HEARING ON THE PROBLEM OF HOMELESSNESS IN OUR NATION'S CAPITAL. THIS IS ONE OF MANY HEARINGS WE HAVE HAD ON THIS ISSUE, AND AS A RESULT, I THINK THE WHOLE NATION IS BECOMING BETTER ACQUAINTED WITH THE NEED FOR ACTION. FUNDS HAVE BEEN AUTHORIZED TO ASSIST THE HOMELESS BUT DOLLARS ALONE ARE NOT THE SOLUTION. WE NEED TO BETTER IDENTIFY THE CAUSES OF HOMELESSNESS AND TO DEVELOP SPECIFIC PROGRAMS TO MEET THOSE CONDITIONS.

INADEQUATE OR LACK OF ANY SHELTER IS A MAJOR CRISIS FOR ANYONE, BUT FOR ONE GROUP OF SIGNIFICANT SIZE, THE CHRONIC MENTALLY ILL, IT POSES ADDITIONAL CONCERNS. OF THE ESTIMATED HOMELESS IN THIS COUNTRY, IT IS BELIEVED THAT 30 TO 50 PERCENT ARE FORMER MENTAL PATIENTS WHO HAVE BEEN DISCHARGED FROM STATE MENTAL HEALTH HOSPITALS. IN THE DISTRICT OF COLUMBIA, THE PUBLIC CITIZEN ORGANIZATION ESTIMATES THAT 39 PERCENT OF THE SHELTER POPULATION HAS SCHIZOPHRENIA. IT WAS FURTHER FOUND THAT WHEN THIS PERCENTAGE WAS ADDED TO THE NUMBER OF SCHIZOPHRENICS ON THE STREETS, THERE ARE APPROXIMATELY 1,200 HOMELESS SCHIZOPHRENICS IN WASHINGTON. MORE SCHIZOPHRENICS ARE, THEREFORE, IN SHELTERS AND ON THE STREETS THAN IN ST. ELIZABETH'S. THESE PARTICULAR HOMELESS ARE ILL-EQUIPPED, ILL-SERVED VICTIMS OF OUR FAILURE TO PROVIDE APPROPRIATE COMMUNITY CARE, HOUSING AND SERVICES TO DEINSTITUTIONALIZED MENTAL PATIENTS WHO FIND THEMSELVES ON THE STREET, OFTEN WITH NO PLACE TO TURN FOR HELP. LET ME GIVE YOU AN EXAMPLE.

IN MARCH OF THIS YEAR, ST. ELIZABETH'S DISCHARGED A FEMALE PATIENT, WHO WE WILL CALL MS. S. ACCORDING TO THE WARD STAFF, MS. S. WAS TOLD THAT SHE HAD TO ATTEND HER SCHEDULED ACTIVITIES AND THAT IF SHE DID NOT SHE WOULD BE DISCHARGED. SHE REFUSED TO ATTEND, AND WAS DISCHARGED BY THE WARD PSYCHIATRIST. MS. S. WAS TOLD TO SEEK HOUSING IN A PUBLIC SHELTER IN WASHINGTON. SHE WAS GIVEN A ONE-WEEK SUPPLY OF MEDICINE AND TOLD TO GO TO AREA SOUTH COMMUNITY MENTAL HEALTH CENTER (ON THE GROUNDS OF D.C. GENERAL HOSPITAL) FOR CONTINUING CARE. NO APPOINTMENT FOR FOLLOW-UP CARE WAS MADE. EVEN WORSE, NO ATTEMPT WAS MADE TO NOTIFY A SHELTER THAT MS. S. WAS BEING DISCHARGED OR TO ASCERTAIN WHETHER A BED WAS AVAILABLE. MS. S. WAS ESCORTED OFF THE WARD AT 1:30 P.M. WEARING A COTTON DRESS, NO UNDERCLOTHING, SNEAKERS, AND A THIN SWEATER; THE OUTSIDE TEMPERATURE WAS 48 AND WAS PROJECTED TO GO BELOW FREEZING THAT NIGHT.

SIX HOURS LATER, MS. S. APPEARED AT ST. ELIZABETH'S HOSPITAL, UNABLE TO FIND A SHELTER. SHE WAS READMITTED TO THE SAME WARD FROM WHICH SHE HAD BEEN DISCHARGED AND WAS DESCRIBED AS "CONFUSED" AND "DELUSIONAL" WITH AUDITORY HALLUCINATIONS AND OTHER SIGNS OF SCHIZOPHRENIA. THE NEXT DAY SHE AGAIN WAS DISCHARGED. THIS TIME SHE WAS GIVEN A ONE-WEEK SUPPLY OF MEDICATION, A LIST OF SHELTERS, AND TWO BUS TOKENS. THAT EVENING SHE APPEARED AT MT. CARMEL SHELTER IN SLIPPERS REQUESTING A BED. WHEN TOLD THERE WAS NONE AVAILABLE, SHE CRIED. SHE WAS SENT TO ANOTHER SHELTER. THE NEXT DAY, WHEN SEEN BY A DOCTOR AT THE REQUEST OF A MT. CARMEL SOCIAL WORKER, MS. S. WAS NOTED TO BE DELUSIONAL AND EXHIBITING CLEAR SIGNS AND SYMPTOMS OF SCHIZOPHRENIA. CLINICALLY, SHE APPEARED TO BE INCAPABLE OF CARING FOR HERSELF.

DEINSTITUTIONALIZATION IS THE TWENTY-YEAR OLD POLICY OF SHIFTING TREATMENT OF THE MENTALLY ILL FROM CENTRALLY LOCATED INSTITUTIONS TO THE COMMUNITY. I FULLY ENDORSE THIS CONCEPT WHICH ALLOWS FOR A PATIENT'S REASSIMILATION INTO EVERYDAY LIFE WHILE TREATMENT CONTINUES. HOWEVER, WITHOUT THE DEVELOPMENT OF PROPER COMMUNITY CARE AND RELATED SERVICES, DEINSTITUTIONALIZATION, FOR TOO MANY, HAS PROVIDED ONLY A COLDER AND HUNGRIER LIFE IN AN ASYLUM WITHOUT WALLS -- THE STREETS OF OUR CITIES.

THE LACK OF APPROPRIATE RELEASE PROCEDURES AND THE LACK OF ADEQUATE HOUSING ARE AMONG THE MAJOR REASONS THAT LARGE NUMBERS OF MENTALLY ILL PERSONS ARE HOMELESS. AFTER BEING DISCHARGED FROM A STATE HOSPITAL, PATIENTS OFTEN RETURN TO FAMILIES THAT EITHER CANNOT OR WILL NOT HELP. WHAT LITTLE LOW-COST HOUSING IS AVAILABLE MAY NOT BE OPEN TO THE MENTALLY ILL, LEAVING THEM TO TAKE UP THE TOO FAMILIAR LIFE OF THE "STREET PERSON."

MR. CHAIRMAN, WE CANNOT LUMP EVERYONE WHO IS HOMELESS INTO ONE CATEGORY. THIS GROUP I HAVE JUST MENTIONED REQUIRES ADDITIONAL CARE AND SERVICES FROM THE COMMUNITY. I HAVE INTRODUCED TWO BILLS, H.R. 1479 AND H.R. 1774, WHICH FOCUS ON THEIR NEEDS. H.R. 1479 MANDATES THAT STATES PROVIDE TREATMENT FOR THE MENTALLY ILL IN THE "OPTIMUM THERAPEUTIC SETTING," PLACING THE EMPHASIS ON THE PATIENTS' LEVEL OF FUNCTIONING AND NEED FOR TREATMENT. IN THE PAST, THE EMPHASIS HAS BEEN PLACED ON PERSONAL FREEDOM EXCLUSIVE OF A PERSON'S NEED FOR TREATMENT. WHEN ADEQUATE COMMUNITY CARE AND RELATED SUPPORT SERVICES ARE NOT AVAILABLE, FREEDOM HAS MEANT THE STREET, WHICH ONLY IS AN ARTIFICIAL FREEDOM.

THE PURPOSE OF H.R. 1774, WHICH NOW IS INCLUDED IN THE HOUSING ACT OF 1985, IS TO IMPROVE THE DIRECT LOAN PROGRAM UNDER SECTION 202 OF THE HOUSING ACT OF 1959. THIS WOULD ENSURE THAT THE PROGRAM MEETS THE SPECIAL HOUSING AND RELATED NEEDS OF NONELDERLY HANDICAPPED FAMILIES.

IN THE LONG TERM, THE SOLUTION TO HOMELESSNESS AMONG THE MENTALLY ILL IS TO PROVIDE HOUSING WITHIN THE COMMUNITY BUT ALWAYS IN CONJUNCTION WITH A BROAD CONTINUUM OF MENTAL HEALTH CARE. WE MUST RECOGNIZE THE UNIQUE NEEDS OF THIS GROUP AND ACT TO MEET THOSE NEEDS. DEINSTITUTIONALIZATION SHOULD BE ENCOURAGED, BUT ALONG WITH INCREASED SERVICES TAILORED TO THE NEEDS OF THE PATIENTS WHO ARE RELEASED. STATES MUST BE REQUIRED TO SUBMIT AND FOLLOW THROUGH ON A PLAN FOR EACH AND EVERY DISCHARGED PATIENT.

I DO NOT BELIEVE THERE ARE VERY MANY PEOPLE IN THIS CITY WHO HAVE CHOSEN TO BE HOMELESS. AND I FEEL QUITE STRONGLY THAT THE DEINSTITUTIONALIZED HOMELESS NEED NOT BE HOMELESS IF THEIR SPECIAL NEEDS WERE SEPARATED FROM THE GENERAL CATEGORY.

I AM FOCUSING ON ONE PARTICULAR GROUP OF HOMELESS AMERICANS, BUT IT IS A SIZABLE PERCENTAGE OF ALL THOSE ON THE STREETS. H.R. 1479 IS A SPECIFIC PROPOSAL WHICH I HOPE OUR WITNESSES AND CONGRESS WILL CONSIDER AS WE CONTINUE TO EXPLORE THE CAUSES AS WELL AS THE SOLUTIONS FOR HOMELESSNESS.

THANK YOU, MR. CHAIRMAN.

Mr. **Barnes**. We would now ask the first witness to step forward, Mr. McClain Haddow, Chief of Staff of the Department of Health and Human Services.

Mr. Haddow, I want to welcome you to the subcommittee. I want to thank you again for your courtesies in arranging for me to be able to visit the shelter. I know you had to arrange your own personal schedule because of the congressional schedule. I want to thank you publicly for doing that. We appreciate your being with us this morning and look forward to hearing your testimony.

STATEMENT OF C. McCLAIN HADDOW, CHIEF OF STAFF, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. **Haddow**. Thank you, Mr. Chairman and members of the subcommittee.

My name is C. McClain Haddow. I am the Chief of Staff of the Department of Health and Human Services. I am pleased to appear before you today to discuss the activities of the Department of Health and Human Services to assist in meeting the needs of the homeless here in the District of Colubmia. I want to specifically address our actions and decisions regarding the shelter for the homeless currently operated by the Community for Creative Non-Violence at 425 Second Street, Northwest, in the District.

I am pleased to submit a copy of my formal statement for the record, and I would like to briefly summarize and emphasize some of the more important facts that the subcommittee should know.

First, the philosophy that has unlaid the Federal Government's efforts to address the needs of the homeless both in the District of Columbia and in every other community in the Nation is that homelessness is a problem that must be addressed at the local level. While surplus Federal resources and existing Federal programs can be brought to bear in meeting this need, none of that will work without the initiative, the involvement, and the commitment of elected officials and community leaders. In every community with which we have worked on this problem, we have had the full cooperation and understanding of these local officials in carrying out that role—every community, that is, except in the District of Columbia.

Our original involvement in the Second Street shelter in 1983, as a matter of fact, occurred when Mr. Mitchell Snyder approached us because of his efforts to—failure to negotiate arrangements to accommodate additional homeless with the District of Columbia government had simply been unsuccessful. We were able at that time to negotiate a three-party agreement among CCNV, the District of Columbia, and the Federal Government, under which the Second Street shelter could be made available as a stopgap measure under Mr. Snyder, and Mayor Barry could resolve their outstanding differences.

It is interesting to note that Mayor Barry and District officials have always opposed the use of the Second Street building as a shelter facility. They have consistently been opposed to the location and the size of that building as a shelter site, and with the exception of the original 3-month agreement that the Mayor refused to extend, the District has consistently refused to be involved in any shelter operation with Mr. Snyder and CCNV at the Second Street location.

In light of that unequivocable position that the District has taken, it is incredible that the Mayor is now publicly supporting Mr. Snyder's effort to require the Federal Government to carry out a massive renovation project at that site which he had previously and consistently opposed.

I want also to point out a number of misconceptions that have been foisted on the public with respect to the Federal Government's agreement to renovate the Second Street shelter. First, our agreement in November 1984, with Mr. Snyder was not for the purpose of creating a permanent shelter facility at Second and D Streets. Rather, our agreement was with the intention of creating a bridge facility that would meet the needs of these homeless individuals until CCNV and the District of Columbia could develop permanent shelters for the excess homeless population presently using that facility.

Second, our agreement with Mr. Snyder at that time was limited to seven specific items of repair. And we specifically and categorically rejected his request that the renovation include such things as a commercial style food preparation and serving facility; individual sleeping cubicles; a fully staffed and equipped 25-bed acute care medical infirmary; a medical laboratory; a fully staffed and operational mental health, alcohol, and drug abuse facility; and a variety of other components which Mr. Snyder envisioned for his so-called model shelter. All of those items that were specifically rejected at the time of our agreement in November 1984, are now the subject of Mr. Snyder's lawsuit in the Federal courts.

I want to emphasize the fact that the Federal Government was fully prepared to go forward with the renovations to the Second and D Street facility that we had agreed to. Had Mr. Snyder and his associates not prevented the General Services Administration from entering the facility to begin work in accordance with the interagency agreement with GSA that was signed and fully funded, we would not be here today. Instead, we would today be completing renovations to the Second and D Street building that would fully have met the Secretary's commitment of last November.

The President has kept faith with that commitment consistently. We agreed to a model physical shelter as defined by the seven specific items in our agreement. We were prepared and capable and willing to execute on that agreement. But rather than cooperating with the Government to accomplish these renovations, CCNV decided to take its disagreement with the Government to the court. Contrary to the statements that Mr. Snyder and the Mayor have made regarding these court proceedings, let me emphasize that the Federal courts have fully supported the Department in every decision and action that has been taken to resolve this matter.

Now turning to the Anacostia facility, providing a temporary shelter at the 1985 Inaugural Committee headquarters has certainly never been our idea of the optimal solution to the problem. Rather, it is the only solution that we had in view of the refusal of the Mayor of the District of Columbia to cooperate with us in trying to develop alternative shelter sites for individuals currently occupying Second and D Street.

Now, I know that there is some confusion about the Mayor's position on this matter. I would refer you to a letter conveyed to Secretary Heckler on September 19, 1985, regarding Mayor Barry's position as to where these particular sites ought to be located. Mayor Barry objected in the letter to the fact that we had proposed a series of trailer sites dispersed throughout the community into small community-based shelters, expanding the bed capacity of existing District owned and run shelter facilities.

He cites in page 3 of that letter, and I quote: "Trailers could be dispersed throughout the city in those facilities—referring to Federal facilities—alternatively placed on one or two of the larger sites such as Bolling Air Force Base or the Soldiers Home."

I simply direct the committee's attention to the fact that Bolling Air Force Base is a part of the facility that Mayor Barry now is vociferously arguing to the press and to the community of Anacostia as being totally and wholly unacceptable as a placement for the alternate short-term stopgap procedure. We find that strange behavior indeed.

Those concerned about the location of the shelter can be assured that our arrangement with the Navy for the use of that facility and with the Coalition for the Homeless for it to operate a shelter in that facility are expressly temporary and will not extend beyond April 30 of 1986.

We have tried mightily over the last few months to obtain the cooperation of the District of Columbia and Mayor Barry in our efforts to develop alternative shelter arrangements for the homeless individuals now using the Second Street facility. All of our efforts have been to no avail. Rather, he has taken the posture of rejecting and criticizing every step we have taken to try to deal with this problem. I should add that, in light of the Mayor's openly hostile position on this issue, the cooperation we have received from the D.C. Coalition for the Homeless is truly extraordinary and should be commended by all of those who have the interest of this unfortunate population in their hearts.

Like the Mayor, Mr. Snyder and his associates at CCNV have taken the route of opposing and attempting to throw roadblocks in our path as we have proceeded to implement the district court's order that alternative shelter facilities be arranged. Rather than cooperating with the Government, as he was ordered by District Judge Charles Richey to do, Mr. Snyder has resisted every effort we have taken to carry out the judge's order and has attempted to confuse and frighten the occupants of that shelter by the creation of a siege mentality and bizarre preparations, all of which are in defiance of the court order and the Government's authority over that building.

What is needed now on the part of all parties to this dispute is a spirit of cooperation rather than that of confrontation, a spirit of trying to resolve this problem in the interest of these unfortunate individuals rather than using the situation and the homeless victims of the dispute to advance their own political agendas.

We thought that we had a breakthrough in that effort in a recent phone call that I had received from Mr. Tom Downs, who is the deputy mayor, where he expressed the opinion that the time had come for both sides to tone down the rhetoric. And he said to me that he thought that, now that the Mayor had been able to fire his political shot across our bow, that perhaps we could enter into serious negotiations. Unfortunately, Mr. Downs' overture was apparently premature, because the Mayor continues to fire those shots across our bow.

I want to assure the subcommittee that there is only one item on our agenda, and that is to resolve this problem as quickly and as well as we possibly can. I only wish that Mayor Barry and Mr. Snyder would reduce the items on their personal agendas to that same short list.

Thank you, Mr. Chairman. I would be delighted to respond to any specific questions you might have.

[The prepared statement of C. McClain Haddow follows:]

Statement of C. McClain Haddow
Chief of Staff
Department of Health and Human Services
before the
Government Operations and
Metropolitan Affairs Subcommittee
of the House District of Columbia Committee
November 7, 1985

Mr. Chairman and members of the Subcommittee:

My name is C. McClain Haddow and I am Chief of Staff of the Department of Health and Human Services. I am pleased to appear before you today to discuss the activities of the Department of Health and Human Services to help meet the needs of the Homeless in the District of Columbia and specifically our actions and decisions regarding the shelter for the homeless currently operated by the Community for Creative Non-Violence (CCNV) at 425 Second Street, N.W., in Washington, D.C.

Secretary of Health and Human Services Margaret Heckler established the Interagency Task Force on the Homeless in October 1983. It is chaired by HHS and includes representatives from 13 other federal agencies, such as the Department of Defense, the Federal Emergency Management Agency, the Department of Housing and Urban Development, and the General Services Administration. The original charter of the Task Force was based on the premise, among others, that homelessness is a problem that must be solved on the local level and that new federal programs for the homeless are not the answer. The problem of homelessness originates at the community level and the focus of efforts to resolve it must be at this same level. The role of the Task Force and the Federal Government is focused on helping local governments meet the needs of the homeless by, among other things, identifying existing federal resources that can be used to help the homeless and by removing impediments to the use of those resources. The Task Force has neither specific statutory authority (or responsibilities) nor a specific appropriation for the purpose of funding shelters or social services for the homeless.

From late 1983 through the present, the Community for Creative Non-Violence has operated a shelter in a building located at Second and D Streets, N.W., owned by the Federal Government. This building was provided for use by CCNV to provide a temporary "bridge" shelter until some permanent arrangement could be made by the District of Columbia and CCNV for the homeless population served by this group. Mr. Mitch Snyder, a member of CCNV, had sought our cooperation in this matter because his efforts to negotiate some acceptable arrangement with Mayor Barry had failed.

The impasse in negotiations between Mayor Barry's administration and CCNV, in late 1983, which was characterized by personal attacks by the Mayor and Mr. Snyder, made it obvious that the onset of cold weather placed a significant number of Washington, D.C.'s homeless citizens in critical jeopardy of significant suffering or freezing to death.

We shared the Mayor's concerns about the size of the homeless population to be served in one facility, the management philosophy observed by CCNV which failed to provide appropriate supervision of individuals using the shelter, and the difficulties of dealing with the volatile personality and personal style of Mr. Snyder. We could not, however, ignore the plight of those who faced a Washington winter on the street. That is why we decided to provide the limited assistance in the form of the temporary use of the building as a homeless shelter to see these homeless citizens through the winter months. Our action was consistent with the charter of the Task Force and was consistent with our desire to use surplus federal resources in partnership with local counties, cities, and towns to assist in meeting the needs of local communities' homeless populations. Our attempts--early on--to negotiate an acceptable lease or use agreement for that facility with the D.C. Government was frustrated by the Mayor's unwillingness to accept an extension of the three-month license issued to the District under which CCNV had originally been permitted to use the building. We were thus forced to allow this building to be used directly by CCNV as a temporary homeless shelter because of the impasse between the Mayor and Mr. Snyder. Rather than allow that impasse to threaten the safety and livelihood of the homeless, we moved into the breach.

In the intervening months, we expected Mr. Snyder to resolve his outstanding problems with the Mayor and his administration so that the city of Washington, D.C. would honor its responsibility to the homeless. The unfortunate victims of this disagreement are the D.C. homeless citizens both the Mayor and Mr. Snyder profess an interest in protecting. Our decision was the only responsible, reasonable, humane and compassionate one available to us at that time.

Instead it became clear that the Mayor's disagreement with Mr. Snyder, instead of being resolved, escalated throughout the winter and through the fall of 1984. Another winter season was then upon us. The homeless continued to occupy a rapidly deteriorating physical facility. Mr. Snyder appealed directly to the Federal Government to extend our agreement and to allow permanent use of the facility at 425 Second Street, N.W. He asked us to make significant renovations to create, on that site, a "model shelter" facility which would provide a broad range of shelter, food and social services that would set a new standard for such shelter facilities across the country. Mr. Snyder's plan envisioned the permanent acquisition of real property of the Federal Government, extensive renovations to the facility, and the federal support of a comprehensive social services program at that facility. We rejected his request because of our firm belief that the long-term solution of the District of Columbia's homeless problem is appropriately left to local government. Our commitment to provide a temporary use permit for the federal facility at 425 Second Street, N.W., did not envision its permanent use as a homeless shelter or a transfer of ownership of that facility from the Federal Government. The unreasonableness of the demands made by Mr. Snyder for renovations to the building; the absence of any statutory or appropriation authority to facilitate such an arrangement, even if we chose to do so; and the request to support housing, food, social welfare, medical, job training, mental health, and alcohol and drug abuse programs already supported by the Federal Government in various grant programs already available to the District of Columbia;[1] combined to form the basis for absolute rejection of Mr. Snyder's wide ranging request for assistance. In city after city, across this country, we limited our role to the situations in which local community leaders join us in assessing the value existing federal surplus resources in their area may have in assisting those leaders in resolving their homeless population problem. Where we could provide assistance, in that limited role, we have done so. Enthusiastically.

---

[1] The District of Columbia or its residents may receive assistance from the many Federal Government programs which can and do provide assistance to the District's homeless population, including: the Social Services Block Grant (HHS); the Alcohol, Drug Abuse and Mental Health Services Block Grant (HHS); the Program for the Homeless Mentally Ill (HHS); the Community Development Block Grant (HUD); the Section 8 Existing Certificate Program (low-income rental assistance) (HUD); the Emergency Food and Shelter Program (FEMA); the Food Stamp Program (USDA); the Temporary Emergency Food Assistance Program (USDA); the Emergency Shelter Program (DoD); the Domiciliary Care Program (VA); the Surplus Food Program (HHD-DoD); and the Surplus Buildings, Supplies and Equipment Program (GSA). At least 20 other programs may be tapped to provide resources for services for the Homeless.

In November 1984, we negotiated a final agreement with Mr. Snyder regarding a specific set of renovations we would make to the physical structure at 425 Second Street, N.W. This agreement specifically limited our effort to defined renovations which would support the temporary use of this facility only while a critical need for this specific population then using the facility existed.

Mr. Snyder's demands for permanent use of the building was rejected because acceptance of such a demand would violate our philosophy of the limited federal role in solving local homeless problems.

Demands to sizably remodel the building, including extensive rewiring, replumbing and exhaust fan system work to centrally locate a commercial-style food preparation and serving facility were rejected because such renovations and associated costs were inconsistent with our commitment to allow only temporary use of the facility.

Demands for individual sleeping cubicles were rejected because of cost, security, and health considerations, including the basis of temporary use mentioned above. Since I personally negotiated with Mr. Snyder, I know--firsthand--what the terms of the agreement were. His totally inaccurate recollection of these specific points of disagreement may be due to his diminished physical and mental capabilities induced by his voluntary hunger strike during that time. Demands for a fully staffed and equipped 25-bed medical acute care infirmary; a staffed and equipped medical laboratory; a staffed and equipped mental health, alcohol, and drug abuse facility; a staffed job placement and training center; and a variety of other components of Mr. Snyder's vision for a "model shelter" were rejected as duplicative of existing federal support grants and outside of our limited charter for utilization of surplus federal resources.

The final agreement set forth as a "model physical shelter" was limited to seven specific points of agreement. Mr. Snyder also fully understood the fact that, while none of us were capable of making precise cost estimates, the Federal Government would expend up to a maximum of $5 million to complete the agreed upon items. Just as important, Mr. Snyder fully understood that the contracts for the rehabilitation would be defined and executed by the General Services Administration (GSA) consistent with standard Federal Government procurement regulations.

When we entered into that agreement, it was certainly our expectation, pursuant to the appropriate role of the Federal Government that I described before, that the D.C. Government would be involved in the operation of this shelter. However, as our discussions with the District officials proceeded, it became clear that they were reluctant to participate in the operation of this building as a shelter. They have informed us that, in their opinion, the building, even with renovations proposed, would not provide safe, sound and supportive shelter for the District's homeless. The District officials have informed us that, in their view, the shelter is too large to manage in a healthy and safe manner.

Meanwhile, CCNV retained a private New York architect to develop renovation plans and began to indicate that accomplishment of the seven items of repair and renovation previously agreed to would be unacceptable to them. GSA estimated CCNV's architect's plans to cost at least $10 million, as compared to the $2.7 million it estimated for the seven repairs and renovations we had a specific agreement to accomplish. The architect's plans called for renovations and features far beyond anything that we had agreed to with CCNV. Therefore, we proceeded in accordance with the plans that GSA had developed to accomplish the seven agreed upon areas of renovation.

During the interim period, we did successfully make some necessary renovations to the building to install a sprinkler system and made several other modifications to enhance the life safety systems in the building. The cost of those repairs was approximately $100,000.

GSA was prepared to go forward with the agreed upon renovation plans and to begin work on or about June 3, 1985. However, CCNV indicated its complete disagreement with those plans and refused to cooperate with GSA in permitting access to the building to allow the work to begin. Had CCNV at that time not barred GSA from beginning work on that building, there is no doubt, in my opinion, that we would today be completing renovations to the Second and D Street building that would fully have met the Secretary's commitment of last November.

Instead CCNV decided to take its disagreement over the scope of renovations to the Federal courts. A lawsuit was filed by several homeless individuals, Mr. Snyder and CCNV in the U.S. District Court for the District of Columbia seeking an order for the government to perform the over $10 million worth of renovations sought by CCNV. CCNV indicated at that time and has clearly indicated on numerous occasions since that time, both in and out of court, that it is unwilling to cooperate with the government with respect to the Second Street shelter unless the full range of renovations called for in its plans are accomplished.

Because it was clear that we could not accept CCNV's expanded and unreasonable demands with respect to the scope of renovations to the Second Street building, and since CCNV stated unequivocally that it would not operate a shelter unless the renovations were made in accordance with its demands, we had no alternative at this point but to abandon our plans to renovate that shelter. The District of Columbia had already made known to us that it would not be responsible for the operation of a shelter in that building. Our discussions with other shelter providers in the City left no doubt that no one would be available to operate a shelter at that site even with the renovations that we had agreed to make.

Most of the existing D.C. shelter operators providing services to homeless clients are currently under contract with the D.C. Government for all or a portion of those homeless they serve. Many expressed a concern for possible economic reprisals from D.C. Government if they cooperated with us in resolving the need for more permanent shelter facilities. In addition, none of the operators supported the CCNV philosophy to house large numbers of homeless, require no registration or monitoring of clients, and generally not intervene to facilitate referral of clients to appropriate medical, mental health, or disability services. Our review of other such providers across the country finds CCNV truly unique in the way it provides homeless services to its clients.

After the Department announced its plans to close the Second Street shelter and to devote the available funds to other shelter operations in the District, United States District Judge Charles R. Richey ordered the Secretary to reconsider that decision and to seek public comments on the planned closing. Based on the Department's reconsideration of all the available facts as well as the comments of interested parties, on July 31, 1985, Under Secretary Charles Baker issued an order that the 425 Second Street shelter should be closed and that the Task Force on the Homeless should proceed to arrange for alternative shelter sites to be made available. He directed that the $2.7 million previously earmarked for the Second Street building should be used to aid in that effort. The reasons for the Under Secretary's decision included the following:

(1) The shelter was in such deplorable condition that its continued use by the homeless of the District of Columbia would be a substantial and immediate threat to their health and safety.

(2) It appeared that no one, including the District of Columbia and the Community for Creative Non-Violence, was willing to operate that shelter even with the substantial renovations that the Federal Government indicated it was willing to make; nor could the building be made ready for use by the winter heating season.

(3) The involvement of the Federal Government in the operation of the shelter without the cooperation and active participation of the District of Columbia would be totally inappropriate.

(4) We believed at that time that a final decision to close the shelter by the Department would permit and facilitate the involvement of the District of

Columbia and other shelter providers in making alternative arrangements.

(5) Finally, the disposition of the shelter at 425 Second Street, N.W. needed to be resolved as soon as possible in order to prevent the matter from dragging on into the cold weather. The Department believed that only a final decision to close that shelter soon would bring forth the development of adequate alternative shelter capacity before the onset of winter. Otherwise, these homeless would face a cold winter in a totally unacceptable facility, where maintenance and operating conditions are deplorable.

After reviewing the Under Secretary's decision on this matter as well as the legal arguments presented by both sides in the litigation, Judge Richey on August 19, 1985, granted the government's motion to dismiss or for summary judgment with respect to each count in the pending lawsuit. The judge thereupon ordered the Department to:

> begin the process of transferring [the residents of the Second and D Streets shelter] to other suitable facilities in the Washington, D.C., area as soon as feasible, but only after devising appropriate interim and long range plans to eliminate homelessness in the Nation's Capital . . . .

The Court indicated that the Department would be required to "act with dispatch in coming up with reasonable alternatives" to meet the needs of the shelter's residents. Judge Richey also expressed his "precatory desire that the government of the District of Columbia will participate in this initiative to help relocate these people," a desire which has been completely ignored by the District Government. Plaintiffs immediately appealed Judge Richey's decision to the Court of Appeals for the District of Columbia Circuit. Because we questioned the district court's jurisdiction over the matter and its authority to condition our closing of the Second Street shelter on the accomplishment of these undertakings, we filed a cross appeal. That matter is still pending before the Court of Appeals, which has agreed to review the case on an expedited basis.

Immediately upon the entering of Judge Richey's Order, the Department began to search for alternative shelter facilities, as well as to identify resources that would aid in fulfilling the additional needs of the homeless shelter residents.

Consistent with Judge Richey's decision and our own long-standing policy of addressing the needs of the homeless through programs operated by local governments and private shelter operators, our initial efforts were to open discussions on the development of alternative shelter arrangements with both the District of Columbia Government and the local Coalition on the Homeless. Initial discussions with both appeared to be fruitful.

Indeed, informal discussions in mid-August 1985 between HHS officials and D.C. government senior staff involved the identification and assessment of capacities of specifically identified alternative sites. We made clear to D.C. officials that the funds that had been made available to renovate the Second Street building could be made available to the District to expand their homeless program. However, these staff-level discussions were terminated by D.C. officials after D.C. Mayor Marion Barry, in a press conference held jointly with Mitch Snyder, one of the plaintiffs in the federal court litigation, announced on August 23 that the District would not assist the Federal Government in its attempts to find alternative shelter sites.

Furthermore, public statements made by Mr. Snyder made it clear to the Department that he and CCNV did not intend to cooperate with the efforts of the Department to comply with the Court's Order. His statements to the national and local press after the Order was issued were consistently to the effect that he and CCNV would not cooperate with the closing of the Second and D Streets shelters, or the providing of alternative shelter for its residents. His remarks to the press included such statements as "We ain't going nowhere. We will not allow this shelter to be closed," as well as a statement directed to the Federal Government, "Don't send your goons in here to remove anyone. Don't try." Washington Post, August 20, 1985, p. 1.

Mr. Snyder was, in fact, photographed showing bars which CCNV reportedly intended to use "to stop the government from closing the shelter ...." Washington Times, August 30, 1985, p. 1.

Meanwhile, the Department's discussions with the Coalition with respect to particular sites they had identified and the capacities thereof proceeded. The Department also consulted with other Federal agencies, including the Department of Defense and the General Services Administration to determine whether any Federally-controlled facilities would be available.

In early September 1985, the Coalition and the Department together concluded that a plan involving short-term sites (with trailers for sleeping facilities), as well as the refurbishment of long-term sites, was a viable solution. This plan, however, necessitated the cooperation of the D.C. government because several of both the short-term trailer sites and the long-term sites were owned or controlled by either the District Government or the District School Board. A joint letter from HHS and the Coalition spelled out the plan to Mayor Barry and requested his cooperation in making available the D.C.-controlled sites.

Mayor Barry's response was that he would under no circumstances make the sites available for these purposes. In spite of the Mayor's public position, we still had some hope at that time that the District was willing to engage in constructive discussions because of a call I received from the Deputy Mayor, Thomas M. Downs, who indicated that the Mayor's letter was just a way of "firing a shot across the bow," and that now that the public relations hype was out of the way, we could take a hard look at what really should be done. Our hope turned to discouragement when the City representatives, including the Deputy Mayor, Thomas M. Downs, failed to show up for the meeting we had agreed upon. Our subsequent efforts to reset the meeting, on the assumption that the original meeting was missed because of some emergency, was met with no response.

Faced with Mayor Barry's unyielding opposition to the Federal Government's efforts to find alternative shelter for D.C.'s homeless, the Department and the Coalition proceeded to identify new solutions that would not require the involvement of the District. We determined that the former Inaugural Committee Headquarters, located at 1900 Anacostia Drive, S.E. with some minor renovations, would be a suitable short-term facility for the men. That building, which is located on U.S. Park Service land, is currently under the administrative control of the U.S. Navy. HHS proceeded to work with the Navy to make that facility available. At the same time we continued to work with the Coalition to identify long-term facilities for the men, and to arrange for separate shelter facilities for the women.

The Department's earlier discussions with other Federal agencies in order to determine what support would be available in the planned provision of alternative shelter, took on more concrete form at this stage. In particular, discussions were held with the GSA in reference to transportation from the shelter to the alternative site; with the Park Service concerning use of the land on which the building was located; and with the Navy concerning renovation of the Inaugural Committee site.

In early October HHS and the Navy entered into an interagency agreement under which Navy has assigned the Inaugural Committee building to HHS and has expended approximately $346,000 in Department of Defense funds to renovate the facility for use as a temporary shelter for the homeless. Navy immediately began those renovations and they have just been completed. Those renovations will ensure that adequate shelter facilities will be available for 600 men throughout the winter.

At the same time, within HHS, the Office of Community Services, the Alcohol, Drug Abuse and Mental Health Administration, and the Administration on Aging entered into an Interagency Agreement in order to provide grant funds to support the efforts of the Coalition to develop long-term alternative shelter sites and to provide services to meet the needs of the homeless currently housed in the Second and D Street shelter.

Concurrently, the Coalition entered into an agreement with HHS concerning the parties' respective roles in the provision of shelter to D.C.'s homeless. The Coalition developed a formal grant proposal which it submitted to the Department in late September. The Department awarded a grant in the amount of $3.7 million to the Coalition in late September 1985, for the purpose of developing and operating homeless shelters for the current residents of the Second Street shelter in conjunction with a program designed to meet their various health and social needs. The services provided at these shelters will help the individuals who use the facility to become more independent, self-sufficient and economically productive.

Additional services will be provided during the first 30 days of operation of the Inaugural Committee facility by the Public Health Service. Medical services provided by PHS will include:

(a) Morning sick call to screen those that need access to the health care system and to refer them to the proper service; and

(b) The establishment of emergency policies and procedures to assure that emergencies can be handled 24 hours a day.

PHS will also be providing daily mental health services in order to make necessary referrals.

Throughout the winter, the Coalition and HHS will proceed to further identify and refine long-term alternative shelter arrangements for the homeless men. Several sites are currently under consideration. Planned permanent arrangements for the women residents of the shelter have been completed. Current arrangements include the purchase of 455-457 Florida Avenue, N.W., and the lease of another property, which will together provide capacity for 85 women. As with the arrangements for the men, the goal of the shelter plans for women is to provide not only shelter, but a link between the client and public and private services and entitlements. The ultimate goal is to move these homeless women into the socially and economically productive mainstream.

Transportation will be provided in the mornings and evenings by the Federal Government for 30 days to and from the Second and D Streets facility and other locations where the homeless congregate to the new alternative shelter sites. Thereafter, these transportation services will be provided by the Coalition with the financial support that has already been provided by HHS. Transportation will also be provided from the new shelter to employment, social service providers and other locations designed to meet the needs of the residents of the shelter.

I must unfortunately add that on October 18, 1985, Mayor Marion Barry sent to the Secretary of HHS another letter indicating his opposition to HHS' support of the D.C. Coalition's plan to provide shelter for the homeless in the District. Like the previous statement made by the Mayor at the press conference he held jointly with Mr. Snyder, this letter indicates that the D.C. Government will not participate in our efforts to deal with this problem. Also, like the Mayor's previous statements, his October 18 letter fails to propose any alternative to the plan developed by the Coalition and HHS.

We have found it interesting that the Mayor and Mr. Snyder, while unable to resolve the significant issues regarding the welfare of these less fortunate D.C. homeless citizens, have found agreement in criticizing this Administration for not meeting the excessive and unrealistic demands originally set forth by Mr. Snyder. The Federal Government, repeatedly and sincerely, has attempted to implement its agreement: we made immediate emergency renovations to the Second Street facility at a cost of approximately $100,000. All of our attempts to complete the major work, which was estimated to cost an additional $2.7 million were frustrated by Mr. Snyder's refusal to grant GSA access to the property. In the resulting litigation and decisions of the federal court, the Federal Government's position on this matter has been supported as it relates to the facts outlined herein.

We have walked a long mile--alone--in protecting the homeless at the Second Street facility. We have pleaded, argued, and negotiated with the Mayor and his colleagues in the unshakeable belief that the city government has a direct responsibility which cannot be waived or abdicated.

The deplorable conditions at the Second Street facility have deteriorated. The shelter has become a sinkhole. It is a threat to life and safety. It must be closed. Lacking any assistance or cooperation from the city government, we have enlisted the help of the D.C. Coalition for the Homeless. Incredibly, the Mayor and Mr. Snyder have rejected and actively opposed every effort that we and the Coalition have made to meet the needs of this population. The Mayor has now accused the Federal Government of "dumping" the homeless on Anacostia. However, in rejecting an earlier proposal the Mayor suggested several federal sites outside the N.W. area. Among the suggestions in his October 18, 1985 letter was Bolling Air Force Base which, interestingly enough, is located in Anacostia, an area which he now claims is inappropriate.

The city has assumed the inflexible posture of rejecting and criticizing ever step we have taken to deal with this problem. There has been no good faith response to our proposals; no real alternatives have been advanced by the Mayor or his subordinates. Although there is ample precedent for cooperation, consultation, and coordination, he has yet to advance any real alternative solution. In Memphis, New York, Atlanta, San Francisco, and other cities, the homeless have been helped by a Federal-City partnership. We do not understand why that has not happened in Washington, D.C.

I should emphasize our position remains that these less fortunate citizens are residents of this city. Their use of the shelter at 425 Second Street, N.W. does not, in our view, disenfranchise them from the same services offered similar homeless citizens by and through the District of Columbia. Nor does it, in our judgment, entitle them to any extraordinary entitlement as a "Federalized" homeless population.

We have steadfastly maintained our commitment to assist these people even in the face of Mayor Barry's and Mr. Snyder's unwillingness to provide any cooperation. The Mayor's collective nsistence on shifting his individual responsibilities for this situation and the people involved to the Federal Government is, on its face, indefensible and lacking in any standard of equity or fairness to those less fortunate D.C. citizens.

Despite the District Government's intense efforts against Initiative 17 in last November's election, which would require the city government to maintain shelter and facilities for the District's homeless, this proposal was overwhelmingly supported by the voters of the District of Columbia. The Mayor was successful, however, in overturning in the courts, on a narrow issue regarding voters' ability to appropriate funds through initiatives, this expression of responsibility, concern, and compassion by the District residents for the plight of their homeless.

Finally, may I say it is our view that the "good samaritan" role we have played in this matter, while often misunderstood and mischaracterized, has kept faith with our commitment to facilitate the short-term critical needs of the unfortunate group presently having to use the Second and D Streets facility. While others have sought to unjustifiably expand our role, to unfairly castigate us for not agreeing with this philosophy, to twist and distort the terms of our agreement, and to criticize our efforts for their own short-sighted political reasons, we have maintained our responsibility to the commitment made to those who most need the assistance we have stood ready to provide, the homeless at Second and D Streets.

CCNV and its leaders, on the other hand, have exploited those people and ignored their safety and overall well-being to pursue the political or social agendas of very few at the expense of the majority. It is CCNV, as evidenced in public announcements by its leaders, who obviously have allowed these people to be confused, frightened, or influenced by the bizarre preparations and dramatic manifestations of the "seige" mentality and defiance of governmental authority that are evident to all who presently utilize the shelter. If CCNV and Mayor Barry were truly concerned about the safety and well-being of these people, many of whom need mental health services, then we would see a spirit of cooperation rather than confrontation.

Mr. BARNES. Mr. Haddow, could you give me your definition of a model shelter?

Mr. HADDOW. I would be delighted to. In the specific agreement that we struck with Mr. Snyder—and I personally negotiated that agreement—we indicated that we would provide a model physical shelter, the components of which would provide for a range of physical facilities at which the social services that are funded by a variety of Federal programs could be provided to homeless populations at the discretion of the local community.

Mr. Snyder's view of a model shelter, as defined by the approach he had taken to this particular facility, was far different. For example, Mr. Snyder asked if the Federal Government would consider making the shelter permanent. We objected to that philosophy because we don't believe that a large facility warehousing homeless people is acceptable. He asked that individual lockers that—quote—could be owned, in other words, retained for long-term use by individual inhabitants of the shelter, be provided. We objected to that because we didn't think that a homeless shelter ought to be the only place that a person would seek refuge. They ought to be appropriately referred to those agencies that can best help them.

Mr. Snyder's definition of a model shelter was individual sleeping cubicles. We rejected that because of cost, because we didn't like the size of the shelter, and because the individual sleeping cubicles would present lots of safety and health problems.

Mr. Snyder required that his model shelter would have us rewire, replumb, and reventilate the building to remove or to move the kitchen facility to a central location within the building. We rejected that because it is a temporary building and we did not expect to go into that kind of cost in order to accomplish it.

Mr. Snyder felt that a model shelter would have a commercial laundry facility. We didn't disagree with him. We provide a laundry facility in our component, both our proposal and our present shelter.

Mr. Snyder said a model shelter should have a 25-bed, fully staffed acute care medical infirmary. We don't believe that's the case. It should only have appropriate referral facilities and first-aid emergency case.

Mr. Snyder believes it should include a medical laboratory. That is duplicative of acute care facilities and medical laboratories that exist within the District, easily accessible by homeless populations if they require them.

Mr. Snyder believes that there should be a fully staffed and operational alcohol, drug abuse, mental health, and social service program, including job training and referral. Those are duplicative of current services already supported by the Federal Government and supplemented by District funds.

Mr. Snyder believed that there should be a fire prevention system that included monitors by camera in the hallways. We rejected that in favor of more traditional fire prevention and life support safety systems.

Mr. Snyder's model shelter would have included the rehabilitation of the third floor to expand the shelter capacity to 1,200 people, which we objected to, obviously, because of our philosophy opposing large warehousing and inhumane treatment of homeless people.

And he believed that Government staffing ought to be provided outside of what he defined as operational costs, that he would not accept money from the Federal Government for operational costs, but he would take people and FTE's.

That, I think, is an important distinction, Mr. Chairman, to be made between a model physical structure commitment, which we made, to provide adequate short-term locker facilities, to separate men and women in their sleeping quarters, to provide an adequate kitchen facility for food preparation and serving, an adequate laundry room, an adequate emergency first-aid station, the consultation rooms where the social services could be provided if the District deemed it appropriate, and appropriate life support and safety systems. We committed to do that in our 7-point plan. We were prepared to deliver on our model physical structure commitment. We were prevented from doing so because Mr. Snyder then expanded the agreement which we had struck to include his definition of a model shelter, which is permanently based and includes all of the items that I specified to you.

Mr. **Barnes**. Well, I followed this fairly closely last year, when all this was unfolding. I read all the accounts in the press. I was not involved in the negotiations, obviously. But according to just about every account regarding the commitments that were made by Secretary Heckler for President Reagan, what was committed to was that a model shelter for homeless people would be established in the Nation's Capital. Now, you have delineated some of the disagreements you have had in working out the particulars of that commitment with the Community for Creative Non-Violence. But Secretary Heckler said—and I quote—at the time that the President was committed to rehabilitate the structure at Second and D Streets, Northwest, to create a model physical shelter to house the homeless in the District of Columbia to be used as long as a critical need exists.

That's a quote from Secretary Heckler as the commitment of the President of the United States.

Mr. HADDOW. That's accurate.

Mr. BARNES. Now, what you're doing today, as I understand it, is saying: well, we couldn't do that because we ran into problems with Mr. Snyder. And so, what we're going to do is operate a temporary shelter in this facility that you're rehabilitating in Anacostia. And that's the fulfillment of the commitment.

What else are you going to do?

Mr. HADDOW. Well, I should clarify for you, Mr. Chairman, that the commitment that was made by the President and articulated by Secretary Heckler was that we would provide for a model physical structure as long as a critical need existed. There was always the understanding that that critical need would pass within 3 to 5 years, which would be the outside time that would be required for the Mayor and Mr. Snyder to resolve their conflicts. And it was only envisioned as a temporary shelter. We were prepared to execute upon that agreement. Mr. Snyder felt that we needed to replace the roof of that facility rather than just patching it. A patch of the roof where it leaked would be sufficient to serve that homeless population for the time period we envisioned, a maximum of 5 years.

We did an architectural study of the building. We determined that it would cost us about $2.7 million——

Mr. BARNES. I don't want to go through all that. My question is, what are you going to do now?

Mr. HADDOW. Well——

Mr. BARNES. I understand what you're not going to do; you've told us that. What are you going to do?

Mr. HADDOW. Mr. Barnes, then, what we're prepared to do is even expanding on our original commitment. We committed only to a temporary facility. We have facilitated now the provision of that money that otherwise would have gone into the rehabilitation——

Mr. BARNES. The word temporary was not used by Secretary Heckler, if I might just interject——

Mr. HADDOW. Well——

Mr. BARNES. I mean, as long as a critical need exists.

Mr. HADDOW. Mr. Chairman, that certainly doesn't mean it's permanent. I think that it certainly, on its face, says that it is temporary in nature. And I don't think that the critical need that we're talking about in homeless populations in other communities, when we offer help, as long as a critical need exists, it means that, when the local community leaders get involved and help solve this problem. And we don't see that happening here. So, in that sense, I suppose, it would be permanent. But it's not something that we feel is responsibly being handled.

Mr. BARNES. I understand. So what are you going to do?

Mr. HADDOW. We're committed to provide to the D.C. Coalition for the Homeless the $2.7 million that otherwise would have been expended for rehabilitation of that Second and D Street facility. We have not drawn against that any of the rehabilitation costs of the Inaugural Committee site in Anacostia. That has been funded from the Department of Defense from an appropriation that is given for rehabilitation of Defense Department structures. It is an advantage, we think, in this situation that enables the $2.7 million to be used for capital investment for permanent—underline the word "permanent"—long-term shelter arrangements for the citizens that are currently using the Second and D Street facility.

We have supplemented that $2.7 million with $1 million in grants to serve specific populations, those needing mental health services, and the elderly. We think that will provide for appropriate screening of those individuals to social service referral agencies. We intend in the facility to do aggressive screening in the first 30 days to take the population and downsize it, to refer people that need institutionalization to the appropriate place, to determine the eligibility for disability programs that some people that are using the shelter may in fact be eligible for, and make them economically independent from a homeless shelter by qualifying them and getting them on the rolls, to take those people that need the services of alcoholism or drug abuse or mental health services and refer them to an appropriate agency.

The Veterans' Administration will be on site to provide screening for those that are eligible for veterans benefits, again making them economically independent of having to utilize a homeless shelter.

We think we're making an extraordinary commitment in order to keep faith with the President's commitment to rehabilitate on a temporary basis the Second and D Street facility.

Mr. **Barnes**. Tell me again, I just didn't quite catch it. What's the $2.7 million going to do?

Mr. **Haddow**. The $2.7 million has been granted to the D.C. Coalition for the Homeless to provide for the acquisition of a permanent long-term facility for the homeless. They will purchase or lease facilities to be used permanently by the citizens currently residing at Second and D Street.

Mr. **Barnes**. They'll use $2.7 million to purchase some property. Then what do they use to operate them?

Mr. **Haddow**. There is no amount of specific appropriation that has been given for operational funds for any shelter operation anywhere in this country by the Federal Government. The individual——

Mr. **Barnes**. But the President promised he was going to do that in the Nation's Capital.

Mr. **Haddow**. No, sir. There was never a commitment for operational funds for any shelter. And I don't think you'll find that in any agreement——

Mr. **Barnes**. OK.

Mr. **Haddow** [continuing]. Nor in any statement made by an administration official. A commitment——

Mr. **Barnes**. Except as long as a critical need exists. He promised that.

Mr. **Haddow**. Our commitment was to allow for the use of that shelter, the physical shelter, not to provide operational funds.

I should note that Mr. Snyder never asked for operational funds. Those were available in a local community through a variety of Federal programs, including the social services block grant administered by our Department, including the community services block grant administered by HUD, and including the applications for grants through our Department, the Community Services Administration. So, if the District wanted, they could provide operational funds for shelters.

Mr. BARNES. It's your judgment that the coalition will be able to get adequate Federal support to operate the facilities that they are going to spend $2.7 million to purchase? I just want to be clear on——

Mr. HADDOW. No. There's no intent——

Mr. BARNES. But you said there are all these other Federal programs that are available to fund——

Mr. HADDOW. And that would require the cooperation of the District of Columbia in order to participate in federally funded programs that use local communities as their conduit. I should emphasize to you the coalition has already arranged for the purchase of permanent facilities for women, and they're negotiating the purchase of other facilities for men for that facility.

Mr. BARNES. Let me just say to people in the audience that we have to have order here. And anyone who is not prepared to operate under that system will be asked to leave.

Do you have any information with respect to the situation in the building at Second and D? According to newspaper articles and some other reports, there is a possibility that weapons, ammunition, explosives are being stored in that building. We have been told by some people that these weapons and explosives are for the purpose of defense by the residents living in that building and would be used should the Federal Government take action to close the building.

Do you have any information about that?

Mr. HADDOW. We have had reports from people who have been inside the shelter indicating that the psychological condition of the residents is that there's a siege mentality—which we think exploits those people, by the way—in defense of a supposed attack to secure the facility by the Federal Government. We have been told by people in the shelter that—and we've seen news reports where Mr. Snyder has shown reinforced doors, which has, by the way, created a very significant health hazard because all the doors are padlocked so that there's only one exit and entrance that's usable. In the event of a fire, you would have a total death trap over there.

We understand that they have bunkered in the third floor, from reports, and that there may in fact be explosives and weapons.

Whether those reports are true or not, we are going to take the safest course of action in an effort to protect the people who are using that facility so that they don't become innocent victims of some sort of a violent confrontation. Our effort is to provide an alternative facility that is not rat infested, that is not disease infested, that isn't vermin infested, that's clean and safe and provides a viable alternative to accessing services for those homeless populations that have been deprived of that opportunity for many months now.

Mr. BARNES. You say you're going to take the safest course of action to protect against violence. What is that course of action?

Mr. HADDOW. We will provide an alternative facility at the Anacostia site. We will provide transportation readily accessible by the homeless population that currently use Second and D Street. We will have an appropriate transition time where people will see that our commitment is real to provide service to them, and what they're being told by the present operators of the Second and D Street shelter facility simply doesn't measure up to the truth——

Mr. BARNES. You don't have any plans to try to shut down that facility?

Mr. HADDOW. At the conclusion of the transition period, the Federal Government will secure the building. We will not allow it to be used as a homeless facility. There will not be any violent confrontation in that process. The people that are currently using it will be taken care of.

Mr. BARNES. When is the conclusion of the transition period?

Mr. HADDOW. Well that, of course, would be monitored by the success we have in convincing people that we have a better facility that's safer, it's warmer, and we think ultimately in their best interest to use. And we will measure that success as we look at people that attempt to use the Second and D Street facility as an alternative to the Anacostia site.

Mr. BARNES. I recognize the gentleman from Texas for any questions that he may have at this time.

Mr. COMBEST. Thank you, Mr. Chairman.

Mr. Haddow, I need to clarify something here in my own mind. Was there ever a specific agreement reached between the administration and Mr. Snyder relevant to the renovation of the Second Street shelter?

Mr. HADDOW. Yes, there was.

Mr. COMBEST. And did I understand you to say that after the initial agreement was reached that then there were complications that arose based upon what that agreement stated? Was it a written agreement, or what was—what was basically in that agreement that was reached?

Mr. HADDOW. The negotiations took place in November 1984, and I participated in lengthy conversations with Mr. Snyder regarding the demands that I have outlined previously for a variety of components of what he called a model shelter. In the course of that negotiation, we compromised from each position, and we articulated down to a set of agreement of items that we would agree to. And that was set forth in a single page that Mr. Snyder had access to.

I visited Mr. Snyder, who was, by the way, engaged in a self-induced hunger strike in this matter. When I visited him, he had significantly diminished physical capacity and, I believe, mental alertness. Many times during our phone conversations other people would pick up the phone and indicate that Mr. Snyder had slipped into unconsciousness.

I was very concerned that Mr. Snyder personally approve this agreement so we would have no confusion about it. The specific items that we agreed to do, as articulated in this sheet of paper where it was written, would include seven specific items, which I have already articulated. Those seven items were agreed to. I asked Mr. Snyder to sign the agreement. And he indicated to me that his word was good enough.

In an effort to validate that Mr. Snyder agreed to these seven items, I was—I exited the townhouse that the CCNV headquarters is in, and I talked with members of the media and asked them to take the sheet and go in and talk to Mr. Snyder and verify that he agreed to these things and that nothing else was included in the agreement. And two of those media people who are respected members of the media community did so and reported back to me that he had in fact agreed to these seven items.

Now, since then, Mr. Snyder has expanded significantly on what both his interpretation of what these seven items mean and added to the list. And that's the source of the problem that has driven us to court and, more importantly, has precluded us from being able to go in and do the actual rehabilitation.

Mr. **Combest**. Of the seven items on that initial agreement, which you had indicated there, what has the—how many of them has the administration completed?

Mr. **Haddow**. We were only able to access the building to immediately do item No. 7, which was to provide adequate fire prevention sprinkler systems. Now, we also did go in and do some work on the toilets and the other kinds of restroom facilities. We have expended a little over $200,000 toward the renovations of the building. But we were never allowed to go in and actually do the specific seven items. We did those as life safety support systems while we negotiated exactly what the GSA contracts would actually do in rehabbing the shelter facility inside the building.

Mr. **Combest**. Are there what you would consider successful homeless shelters that operate in other parts of the country?

Mr. **Haddow**. In virtually every major city, we confront this homeless problem. In every occasion where we have been asked by the local community to assist with surplus Federal resources, we have successfully been able to operate shelter facilities in cooperation with local governments and extraordinary successes in serving homeless populations. This stands out as a blight on that record. The District of Columbia, for whatever reason, has chosen——

Mr. **Combest**. Just this specific——

Mr. **Haddow**. That's correct.

We have not failed in any occasion where the District—local governments have asked us for assistance. And we're finding successful programs in the same configuration of facilities that are not a part of the inner-city area, using transportation systems, for example. That's being done in Denver and in Seattle very, very successfully. We simply don't have the problems that we're experiencing here in other localities. And we're being very successful in helping local communities address their needs.

Mr. **Combest**. In a short—without going back over all the concerns that you have expressed, what would you—what basically separates this from those successful operations?

Mr. **Haddow**. The desire by Mr. Snyder to maintain a 600-bed or larger facility, which we think is inconsistent with the social component of smaller community-based shelters that best serve the needs of the people, and the unwillingness of the Mayor to allow these 600 people that are CCNV residents, if you will, at that Second and D Street facility to be absorbed into the existing homeless component that he offers in widely dispersed community-based shelter operations.

Mr. **Combest**. I know there's some discussion and certainly some disagreement about the number of homeless in any given city; I presume, it is certainly nationwide. But some of these successful shelters, are they operating in cities where, under the best estimates—and, again, this may vary, who you talk to—but under the best estimates, that have as many homeless as there are in Washington?

Mr. **Haddow**. No question about it. Certainly in the same size cities, the homeless problem may in fact be equivalent. There's some argument that Washington is sort of a magnet for many homeless populations from surrounding areas. While we don't necessarily agree with that, even if you were to take a city like New York, they're handling their problem. There are unique problems in each community that have to be addressed. And we try to adapt the Federal resources——

Mr. **Barnes**. We can't allow comments from the audience.

Mr. **Haddow**. We try to adapt the Federal surplus resources that are available to the local community needs. And we've done it by providing buildings, Defense Department buildings sometimes. It's just surplus, GSA property. We provide air-conditioners and boilers. We provide vans and buses. Virtually anything that the Federal Government acquires that becomes surplus property we try to provide to local communities to support their homeless activities.

Mr. **Combest**. Thank you, Mr. Chairman.

Mr. **Barnes**. Mr. Haddow, thank you very much for preparing your testimony. We will be reviewing your full statement carefully. It will all be in the record and be available to our colleagues.

Mr. **Haddow**. Mr. Chairman, if I might just add one item that is not a part of the statement which you may be interested in, we made an attempt to make an evaluation of the needs that exist in the Second and D Street facility by communicating through the Coalition for the Homeless with Mr. Snyder yesterday, asking if he would be willing to allow the American Red Cross to go in and do a needs assessment to facilitate the transfer of those individuals. It would attempt to identify the number of individuals currently utilizing the Second and D Street facility. It would attempt to do an assessment of the specific needs of the component populations of mental health, alcohol, and drug abuse programs.

Mr. Snyder has declined our request in order to allow for a neutral party like the American Red Cross to go in. We think that's evidence of the total intransigence of Mr. Snyder and CCNV to cooperate in this effort.

We are hoping that, when you have the opportunity to speak with them, perhaps the weight of this committee would persuade them to be reasonable with a neutral party like that to try to help us solve this problem.

Mr. **Barnes**. What did you want the Red Cross to do again? I'm sorry—I missed that.

Mr. **Haddow**. To enter the facility—we're not allowed in that facility, the Federal Government is not allowed—to make a needs assessment of the existing residents of that shelter facility, to count them so we have an accurate number, to determine how many beds we need to provide. There is some dispute about how many people actually use that facility. To actually look at the needs that those populations would have for social services, we want to be prepared to address them very quickly. And Mr. Snyder has refused to allow us entrance, or the Red Cross entrance to that facility, which we think clearly indicates his unwillingness to cooperate in this matter.

Mr. **Barnes**. We will have an opportunity to talk with Mr. Snyder in a little bit.

Let me ask you if you could provide for us the specifics regarding your plans from here on out with respect to the $2.7 million and whatever other funds are going to be available, and exactly what's going to be done with it. We don't have time here this morning to go through all the specifics of that. But we will keep this hearing record open for 30 days, if you could give us the details, keeping in mind that statement that was the commitment of the President, that the facilities would be available—quote—as long as the critical need exists.

[The information follows:]

COALITION FOR THE HOMELESS, HIGHLIGHTS OF ACTIVITIES 1984-85, PREPARED BY MR. BOYD SMITH AND MR. ERIC EASTER

MESSAGE FROM THE BOARD

The Coalition for the Homeless has seen a strengthening of its resolve to end homelessness and its causes during 1984. There were turbulent times and turbulent issues that the Coalition and its members faced. Not everyone agreed on the approach taken to address these issues. However, we began to feel a strength in unity and accord on basic purpose. Respect for ones position and belief and the melding of the differing ideas became the foundation of our direction.

The Coalition, during 1984, emerged as the major link between community, service providers and government in building an effective approach to dealing with not only the symptoms of homelessness but their root causes. This approach seems to have merit. With the continued good faith participation of the service providers, government agencies and the Coalition, the ingredients for a successful "team effort" can evolve.

This past year the Coalition acted as a catalyst that brought new resources to bear on the issue of homelessness. DC residents ..... adults and children, the elderly and the handicapped, the hungry and the sick received increased assistance. Direct service providers, in cooperative efforts with the Coalition, provided food and clothing, technical and emergency assistance and advocacy.

While homelessness remains a serious problem in our city, the increased number of service organizations, churches and government agencies involving themselves in homeless programs and activities represent a significant success. The Coalition strives to provide the channels for positive, creative and meaningful exchanges. In the long run, then, the Coalition's approach is a constructive way of addressing homelessness.

Looking forward, the 1985/1986 year will provide the Coalition with is most promising opportunity to build on the partnership concept of providing for our homeless brothers and sisters. We also look forward to the continued expansion of the DC Government's role and that of the Office of Emergency Shelter and Support Services. We foresee the growth of community participation and its cooperation in seeking long-term solutions to homelessness.

The successes of 1984 will be the foundation for the successes of the future.

INFORMATION

COALITION SUPPORTS STRENGTHENING OF RENT CONTROL LAWS

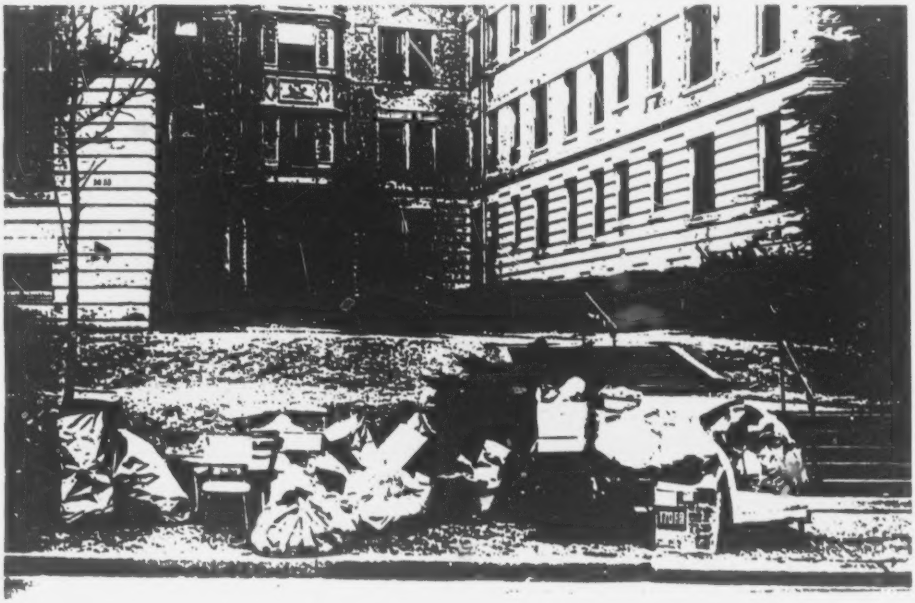
The Coalition for the Homeless along with several tenants groups and concerned citizens took a leading role in the fight to save rent control in the District of Columbia. The Coalition provided funding, through a grant from the Common Capital Fund, for the printing of several thousand buttons which read: **"Prevent Homelessness—Strengthen Rent Control"**, which was used by protesting tenants groups, as well as providing testimony in support of rent control.

Coalition Board member Mary Sears provided testimony in support of rent control and rent subsidy. The following are the major points of her testimony:

(1) Currently, approximately 5000 forcible evictions are carried out each year, and probably several thousand more tenants vacate on their own following a judgement against them for possession. It takes very little imagination to foresee that landlords will want to carry through on a great many more evictions in order to decontrol units.

(2) Vacancy decontrol will in no way help low income tenants. Poorer tenants have smaller and less stable incomes. They are forced to relocate frequently as a result of loss of jobs or welfare benefits.

(3) The city desperately needs a rent subsidy program that has been authorized for years but never implemented because of no funding. Twice Congress refused to fund the very modest $1 million the Council appropriated. The Coalition for the Homeless supports funding of a rent subsidy program at as high as possible level as a complement to a strong rent control program.



COALITION PROVIDES SUPPORT FOR BURLEIGTH AND IRVING SHELTERS

The Coalition for the Homeless worked with groups in the Georgetown/Burleigth and Adams Morgan/Columbia Heights neighborhoods to establish emergency overnight shelters for the winter.

In Georgetown/Burleigth, a group of church and civic associations, along with concerned citizens, doggedly pursued a location for the shelter and eventually found one in the field house at the Duke Ellington School. Volunteers from the Coalition, the churches, and the community staffed it and provided the necessary logistical support. However, others in the community objected strenuously and the shelter was eventually closed.

Across town, in the Adams Morgan/Columbia Heights area, the Coalition assisted a local group, Shelter the Homeless, Inc., in working with the City in finding a suitable facility to provide overnight shelter. The Office of Emergency Shelter and Support Services was asked to assist with the matter and permanent shelter has been established at 1436 Irving Street NW in a city-owned building.

Shelter the Homeless, Inc. and a number of Coalition volunteers and the Office of Emergency Shelter and working together to make this project a success.

COALITION FIGHTS FOR THE THE LIFE OF BURLEIGTH SHELTER

The Georgetown/Burleigth Shelter for men opened on Friday, January 8, 1985 after several months of planning and lobbying on the part of the Georgetown Clergy Association with assistance from the Coalition for the Homeless. For two months, the shelter provided much-needed sanctuary for 25-30 men. In that two month period, at least 6 of the 30 men who frequented the shelter were able to get back on their feet and find employment.

At the end of February, under pressure from the Burleigth Citizens Association and orders from School Board President, R. David Hall, the shelter was closed permanently, 30 days before the March 31 closing date agreed upon in the contract approved by the Citizens Association.

The School Board cited violations of the contract agreement in regard to the provision of transportation and security as the major reasons for ordering the closing.

In protest, the Coalition for the Homeless and the Georgetown Clergy Association called a press conference to bring attention to the issue. After heated debate, proponents and opponents of the shelter agreed to a town meeting to discuss alternatives. Though the shelter was not reopened, shelter residents were offered sanctuary in several Georgetown area churches.

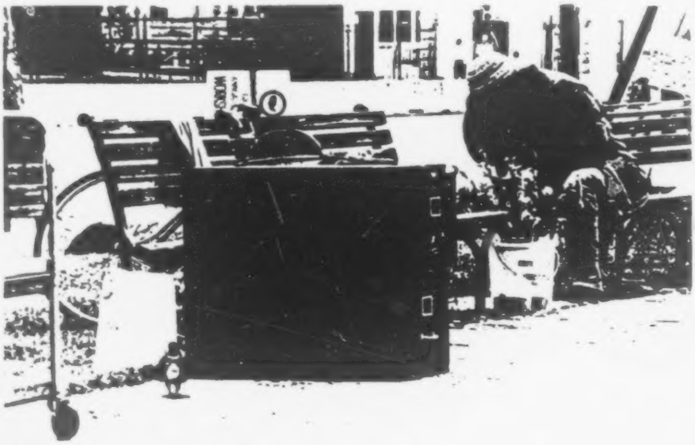
"FRIENDS OF THE HOMELESS" CAMPAIGN A SUCCESS

An idea which had been discussed in the past — that of building a more cooperative and productive relationship between the private and public sectors in regards to homelessness — came to fruition in February 1985 as the **"Friends of the Homeless"** Campaign got underway.

A cooperative effort of the Coalition for the Homeless and the Office of Emergency Shelter and Support Services, the **"Friends of the Homeless"** Campaign seeks to create an emergency assistance fund which will be available to the area's private shelters to help defray the high costs of necessities such as utilities and food, especially during the winter months.

To date, through various fundraising efforts, the **"Friends of the Homeless"** Campaign has raised approximately $15,000 in donations and in-kind services, and is continually seeking additional funds.

All service providers will be notified when monies will be available for grants from the **"Friends of the Homeless"**.



FREE FOOD AVAILABLE TO SHELTERS AND SOUP KITCHENS THROUGH "FRIENDS OF THE HOMELESS" CAMPAIGN

A limited amount of food is available from the Capital Area Community Food Bank through the **"Friends of the Homeless"** Campaign.

SAFEWAY, Inc., as a donation to the **"Friends of the Homeless"**, has established a $1,000.00 line of credit. At a price of $1.00 per 10 pounds, as much as 10,000 pounds of food is available to shelters and soup kitchens throughout the Washington area.

In the interest of fairness, a limit of $40.00 or 400 pounds of food per organization has been established.

Project Director for the campaign, Mr. Eric Easter, can be reached at the Office of Emergency Shelter and Support Services at 727-5930.

OFFICE OF EMERGENCY SHELTER AND SUPPORT SERVICES ESTABLISHED
Mr. Dennis D. Bethea Named Chief

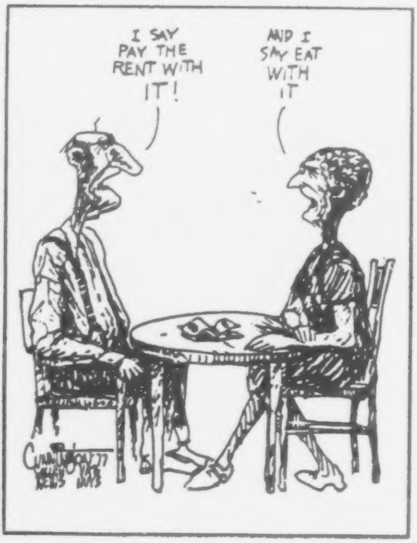
On Friday, November 16, 1984, Mayor Marion S. Barry announced the establishment of the Office of Emergency Shelter and Support Services in the DC Department of Human Services to coordinate District government services for the homeless. To further demonstrate his commitment, Mayor Barry appointed Mr. Dennis D. Bethea to head this effort.

These two actions are, for the service provider community, some of the best news we've had in years.

The Office of Emergency Shelter and Support Services coordinates all of the District's shelter and emergency assistance programs. The Mayor's Office of Policy and Program, in conjunction with OESSS, is working to assess existing programs and develop a comprehensive strategy to meet the needs of the homeless. These combined efforts, along with the input of community-based service providers, will have a dramtic effect on services to the homeless.

In meetings called by Mr. Bethea in December 1984 and February 1985, over 70 service provider representative heard him speak about his personal as well as professional commitment to "real progress". The response from those in attendance was overwhelmingly positive. Many gave their personal assurance of support and cooperation.

We of the Coalition for the Homeless look forward to working with Mr. Bethea in creating, for the first time in the District of Columbia, a real sense of partnership with the City in regards to developing services for our homeless brothers and sisters.


I SAY PAY THE RENT WITH IT!
AND I SAY EAT WITH IT

COALITION TESTIFIES BEFORE DC COMMISSION ON HOMELESSNESS

The Coalition for the Homeless testified before the DC Commission on Homelessness at hearings held at the Carnegie Library on November 20, 1984. Marie Nahikian, Boyd Smith, Elizabeth Hugenin, and Phyllis Lawrence provided testimony on a broad range of homeless concerns.

Testimony of witnesses throughout the day was at times very dramatic and poignant. Commission members listened while representatives of governmental agencies, service providers, religious leaders, mental health experts and citizens vividly portrayed the plight of the homeless.

Copies of the testimony given and synopsis of it are available from Ms. Annie Goodson, Executive Director, DC Commission on Homelessness.

ROBERT WOOD JOHNSON/PEW MEMORIAL TRUST
Health Care for the Homeless Grant
Awarded to Washington, DC

In January 1984, two national foundations, The Robert Wood Johnson Foundation and the Pew Memorial Trust, under the co-sponsorship of the Conference of Mayors, announced a major initiative — a $19.6 million, 14-site health care for the homeless program. Fifty-one of the nation's most populated cities were invited to participate in developint pace-setter health care delivery systems for the homeless.

The foundations required that a citywide coalition of service providers, government and health organizations be formed to plan and develop each city's response.

The Coalition for the Homeless, under the leadership of Phyllis Lawrence, called a meeting of service providers. From that group, four representatives were selected to be formally involved in the planning while others were encouraged to participate in other working groups.

On June 1, 1984, the final proposal was submitted, followed by a site visit in September. On December 20, 1984, the formal announcement was made that Washington had been selected as one of the now expanded 18-site, $25 million foundation health care grant.

In March 1985, Phyllis Lawrence was selected from numerous qualified candidates to become Executive Director of the Health Care for the Homeless Project.

STUDY SHOWS DC HOMELESS GET LITTLE PSYCHIATRIC CARE

A report released by the Health Research Group says that approximately 40 percent of the city's homeless population suffers from schizophrenia and that little is being done to aid them.

Federal officials said the figure matches that of nationwide surveys which suggest tht one-third to one-half of all homeless people suffer some form of mental illness. The study, based on interviews with the staff of 12 homeless shelters, found that of 1316 men in those shelters, 33 percent were there because of schizophrenia, with alcoholism being the reason for another 40 percent of the men being without homes.

The study also reiterated a suggestion made earlier by the Coalition for the Homeless and its Task Force on Mental Health, and other organizations concerned with mental health reorganization — that of requiring the many Washington area psychiatrists to volunteer a certain amount of time per week for homeless mental health care.

INITIATIVE 17

The decision by the Coalition for the Homeless to oppose Initiative 17 was a difficult decision that required a thorough analysis which showed that the needs of the homeless would never be met by voting yes on the November 6 ballot. The permanent policy calling only for warehouses that would be created by the Initiative would be detrimental to the homeless.

The comprehensive response that is needed requires the creation of a partnership that must involve all segments of our community ..... business, labor, religious, government and residents.

On November 6, the voters gave a clear mandate that they wanted the issue of homelessness dealt with forthrightly. The Coalition views this mandate as the clearest possible showing of popular support, and is committed to advocating on behalf of the homeless.

Over the past several years, the Coalition and other concerned organizations have encouraged the DC Government to recognize that solving the problems of the homeless requires a host of specialized services, including the critical need for mental health services.

The Coalition is committed to the concept of partnership in addressing the needs of the homeless. The Initiative does not go far enough. With the mandate of the people and commitment on the part of the service providers, community, private sector, and government, the Coalition believes that quality programs will be developed.

COALITION FOR THE HOMELESS
BOARD OF DIRECTORS
1984/1985

Five Members, Direct Services Providers, Class A
Five Members, Non-Direct Service Organization Representatives, Class B
Five Members, Individual Representatives, Class C

CLASS A	CLASS B	CLASS C
Fr. Jack Pfannenstiel	Boyd Smith, Treasurer	Dennis D. Bethea
Rev. Ernest Gibson	Sandra Fagans, Vice Chair	Marie Nahikian, Chair
Dorothy Knight	Dr. Ronald Ausbrooks	Mary Sears
Phyllis Lawrence-Wolfe	Rev. Bill Crawford	Lawrence Guyot
Elisabeth Huguenin	Deborah Ellis	(Vacancy)

Executive Director: Ricarda Jones

Coalition Member Task Forces

Mental Health Task Force
Task Force on Homeless Families
Housing Task Force
Health Care Task Force
Mental Health Task Force
Employment Task Force

ITEMS OF INTEREST FOR THE HEARING

1. HHS & CCNV AGREEMENT: The Administration agreed to "rehabilitate the structure at 2nd and D Sts.,NW to create a model physical shelter to house the homeless in the District of Columbia to be used as long as a critical need exists, with special attention to preserving the dignity of the homeless through the following:

a)adequate locker facilities to secure personal belongings;
b)Provision of adequate shelter space for separate men's and womens quarters;
c)Adequate kitchen facilities for food preparation;
d)Laundry room facility;
e)Emergency first aid stations;
f)Consultation rooms for soc. service providers;
g)Adequate fire prevention sprinkler system."

*They also agreed that an architect from City College of New York would do the design work (plans released 1/31/85)
*GSA estimated cost of work to be $10 million. CCNV has an estimate for $6 million. HHS informed CCNV that they were only willing to spend significantly less than 5 million.

2.ANACOSTIA SHELTER:

a.Temporary in nature, scheduled to close Apr. 1986.

b.HHS to provide funding, staffing and transportation for only 30 days. Coalition on its own after that. Government told Ct. of App. that 3.7 million grant will not be used to operate temporary facility (I have documentation). It's to be used for long term facility. If that's the case where is the Coalition going to get the money to operate temp. shelter. (Coalition's fundraising track record is poor at best--they have been unable to raise enough funds to hire a director or office staff for over a year.)

c.HHS will say that they are going to help with fundraising events, and that Jim Baker's wife (Susan) has agreed to be a catalyst to raise the monies needed to run the shelters (ludicrous to think that a private fundraiser can raise the kind of money needed to run these shelters.)

3.COALITION LONG TERM PLAN :

a.Coalition/HHS contract calls for purchase of 4 shelter facilities w/ 150 beds for the men.

b.Contract allocates $162,350 of the $2.7 million for acquisition and renovation of 4 shelter facilities. Proposal also calls for $1,187,650 to be raised for bldg. renovation. (They are being UNSPECIFIC about monies realistically needed for what the government specifically PROMISED to provide, i.e. MODEL LONG TERM PHYSICAL STRUCTURE.

c.Coalition's original proposal to HHS requested$10.8 million total. $4 milion for acquisition and renovation of 3 long term facilities. (Would not meet the need for housing total homeless population currently residing at 2nd and D sts.) How come they can now do all this for #1.35million?

d.Because Coalition/HHS contract did not contain plans to house women the Ct. of App. ordered the govt. to explain where women would go if 2nd st was closed. The Coalition purchased 2 rowhouses ($145,000)to house the women. That leaves $17,350 to purchase 4 permanent buildings for the men. (Plus whatever they manage to raise!)

e.The vagueness of the proposal for both long term and short term operations is the fatal flaw in this proposal.

Mr. **Barnes**. Thank you very much, Mr. Haddow.

Mr. **Haddow**. Thank you, sir.

Mr. **Barnes**. Our next witnesses will be in a panel. Sister Pat McLaughlin is director of My Sister's Place, a shelter operated by Associated Catholic Charities in Baltimore, MD. The Reverend John Steinbruck is senior pastor at Luther Place Lutheran Church on Vermont Avenue NW., in the Nation's Capital. And Ms. Elisabeth Nuguenin is president of the board of directors of the District of Columbia Coalition for the Homeless.

The committee very much appreciates your presence this morning and your willingness to help us as we look at this question. We know that all three of you have been involved very actively, in some instances very personally in assisting homeless individuals. So, we are particularly looking forward to hearing from you this morning.

Let me ask Sister Pat McLaughlin to lead off the testimony. Welcome.

STATEMENTS OF SISTER PATRICIA McLAUGHLIN, SSND, COORDINATOR, MY SISTER'S PLACE, BALTIMORE, MD; REV. JOHN STEINBRUCK, LUTHER PLACE LUTHERAN CHURCH, WASHINGTON, DC; AND MS. ELISABETH HUGUENIN, COALITION FOR THE HOMELESS

STATEMENT OF SISTER PATRICIA McLAUGHLIN

Sister **McLaughlin**. Mr. Chairman, my name is Sister Pat McLaughlin. I am the coordinator of My Sister's Place, a day shelter for homeless women in Baltimore operated by Associated Catholic Charities. Estimates have put the number of homeless women in the Baltimore area at about 5,000 a year; about half of them come to My Sister's Place for help.

Today I am here to speak on behalf of the most vulnerable of all the homeless, the mentally ill woman on the street. As much as 70 percent of the women we see are at least mentally troubled, and many are totally unable to care for themselves. They are constantly at tremendous risk and there are virtually no resources available to them. Unwelcome at most overnight shelters, with little chance of the long-term institutional care they desperately need, they wander the streets of our cities.

Their condition is a national disgrace. They receive little or no government assistance. Their lives are a continuous Catch-22 of mental institutions and doctors who judge them sane and a society who finds them too crazy to employ or even shelter. They live in the limbo of the street, without hope, without help and often without the realization of how hopeless and helpless they are.

There is Doris, who at 17 was institutionalized. She remained there for 20 years. In the mental institution she fell in love, and one day the man she loved was released. Not long afterward, she left on a weekend pass to visit him and never returned. They married and had a child who was taken from them. When her husband died, Doris fell apart. Today at 64, she lives on the street, a paranoid schizophrenic. She refuses our efforts to find her shelter.

Mary, who was diagnosed a schizophrenic 19 years ago, has worn out her welcome wherever she was sent. We found her an apartment. She was evicted for dying the rugs. No shelter will accept her because of her erratic behavior. Literally, at 57 there is no place on Earth for her.

Ann is not yet 30, but her mind is gone. Years of drug abuse have left her totally disoriented. She will sit for hours and comb her hair. She left us with an enormous telephone bill. She kept trying to place phone calls to Mick Jagger. When she goes out on the street, she is frequently beaten.

Many of our guests are highly educated. Last summer, we saw no fewer than half a dozen former school teachers. One of our guests has a degree from Vassar, worked for the Department of Social Services, and lived in one of the most fashionable neighborhoods in town. Many years an alcoholic, she has finally reached the end of her rope.

Another of our guests is a minister's wife who suffered a breakdown after he divorced her. She brings me little presents every month; I taught her daughter in college.

Hilda is one of our guests who has a typical combination of problems: alcoholism and mental illness. She has been repeatedly hospitalized for her illnesses and frequently released. No shelter will accept her overnight. She bears scars, mental and physical, of her time on the street. She has been beaten and raped horribly.

What we can offer these women at My Sister's Place is limited by a modest budget. Using United Way and donated moneys, we provide clothing, showers, counseling, help in finding a job and a place to stay and, most important, a safe quiet place to spend the day. Recently, we received a grant to provide medical care, and in the winter we have received money to provide overnight shelter.

But our help is pathetically inadequate compared to the women's needs. Many, especially the mentally ill, need long-term care. No such care is available for any but those who are clearly a threat to themselves or others.

Routinely, applications for SSI are denied the first time they are made. Only after an appeal does a woman have a chance to receive this assistance. Often ineligibility is determined on one visit to the government agency's paid psychiatrist.

Project Home funds, which are far from enough, are difficult to obtain. Because they are attached to the client and not to a bed, it is difficult for an agency to rely on them. These women will not unfrequently decide to leave care suddenly, and under the current system they take their funding with them. The amount of funds allocated to each woman is also well below the amount needed to provide minimally decent care.

Personally and professionally, I strongly support the current trend to replace institutional care for the mentally ill with community-based care. Unfortunately, today we have the deinstitutionalization without the followup support.

This highly vulnerable population needs continuing health care, decent housing, and income support. It is absolutely impossible for private charities like ours to provide that care without government funding.

Levels of funding for housing for these women must be dramatically increased.

No person should leave a mental institution without at least the presumption that he or she qualifies for SSI or is in receipt of some form of stable income.

General public assistance grants need to be boosted significantly.

Health care projects targeted at this population must be funded or they will continue to rely on costly emergency room care for all their medical needs.

Mental hygiene programs should be established to deal with the problems of the street population. While cures are not always possible, many problems can be kept in check with regular dosages of psychotropic medications or careful monitoring and followup by professionals oriented to the special needs of this population.

There needs to be more efficient coordination of services and networking among government agencies, service providers and others involved in assisting the homeless so that the whole person can be served. The word of direct service providers needs to be given some credibility in areas such as disability determination, housing eligibility, and certification for hospitalization.

I could go on and on, but the bottom line for this population is this: Unless governments at all levels, Federal, State and local, come to the aid of these women, their numbers will continue to increase at an alarming rate.

In Baltimore we have learned what cooperation between the government and nonprofit agencies can do. We run our shelter for men, Christopher Place, in a fine building rehabilitated by the city of Baltimore and leased to us by the city for a dollar a year. Both Christopher Place and My Sister's Place have been able to shelter many more people than we would otherwise have been able to, thanks to the Federal Emergency Management Agency money we received last winter. Next year, we will open a new shelter at Fort Meade, because of a joint effort with the Army, Anne Arundel County, and Catholic Charities.

We are able to provide these and other services efficiently and at low cost. We stand ready to work with you to meet the need.

Thank you.

[The prepared statement of Sister Patricia McLaughlin follows:]

TESTIMONY OF
SISTER PATRICIA MCLAUGHLIN, SSND
BEFORE THE
GOVERNMENT OPERATIONS SUBCOMMITTEE
OF THE
HOUSE DISTRICT OF COLUMBIA COMMITTEE

OCTOBER 29, 1985

Mr. Chairman, my name is Sister Pat McLaughlin and I am coordinator of My Sister's Place, a day shelter for homeless women in Baltimore operated by Associated Catholic Charities. Estimates have put the number of homeless women in the Baltimore area at about 5,000 a year--about half of them come to My Sister's Place for help.

Today, I am here to speak on behalf of the most vulnerable of all the homeless--the mentally-ill woman on the street. As much as 70% of the women we see are at least mentally-troubled and many are totally unable to care for themselves. They are constantly at tremendous risk and there are virtually no resources available to them. Unwelcome at most overnight shelters, with little chance of the long-term institutional care they desperately need, they wander the streets of our cities.

Their condition is a national disgrace. They receive little or no government assistance. Their lives are a continuous Catch 22 of mental institutions and doctors who judge them sane and a society who finds them too crazy to employ or even shelter. They live in the limbo of the street--without hope, without help and often without the realization of how hopeless and helpless they are.

There is Doris, who at 17 was institutionalized. She remained there for 20 years. In the mental institution, she fell in love. One day, the man she loved was released. Not long afterward, she left on a weekend pass to visit him--and never returned. They married. They had a child, who was taken from them. When her husband died, things fell apart for her. Today at 64, she lives on the street, a paranoid schizophrenic. She refuses our efforts to find her shelter.

Mary, who was diagnosed a schizophrenic 19 years ago, has worn out her welcome wherever she was sent. We found her an apartment--she was evicted for dying the rugs. No shelter will accept her because of her erratic behavior. Literally, at 57 there is no place on earth for her.

Ann is not yet 30, but her mind is gone. Years of drug abuse have left her totally disoriented. She will sit for hours and comb her hair. She left us with an enormous telephone bill--she kept trying to place phone calls to Mick Jagger. When she goes out on the street she is frequently beaten.

Many of our guests are highly educated. Last summer, we saw no fewer than a half dozen former school teachers. One of our guests has a degree from Vassar, worked for the Department of Social Services, and lived in one of the most fashionable neighborhoods in town. Many years an alcoholic, she has finally reached the end of her rope.

Another of our guests is a minister's wife who suffered a breakdown after he divorced her. She brings me little presents every month; I taught her daughter in college.

Hilda is one of our guests who has a typical combination of problems--alcoholism and mental illness. She has been repeatedly hospitalized for her illnesses--and frequently released. No shelter will accept her overnight. She bears of scars--mental and physical--of her time on the street. She has been beaten and raped--horribly.

What we can offer these women at My Sister's Place is limited by a modest budget. Using United Way and donated monies, we provide clothing, showers, counseling, help in finding a job and a place to stay and, most important, a safe, quiet place to spend the day. Recently, we received a grant to provide medical care and, in the winter, we have received money to provide overnight shelter.

But our help is pathetically inadequate compared to the women's needs. Many, especially the mentally ill, need long-term care. No such care is available for any but those who are clearly a threat to themselves or others.

Routinely, applications for SSI are denied the first time they are made. Only after an appeal does a woman have a chance to receive this assistance. Often ineligibility is determined on one visit to the government agency's paid psychiatrist.

Project Home funds, which are far from enough, are very difficult to obtain. Because they are "attached" to the client and not to a bed, it is difficult for an agency to rely on them. These women will not unfrequently decide to leave care suddenly--and under the current system they take their funding with them. The amount of funds allocated to each woman is also well below the amount needed to provide minimally decent care.

Personally and professionally, I strongly support the current trend to replace institutional care for the mentally ill with community-based care. Unfortunately, today we have the deinstitutionalization without the follow-up support.

This highly vulnerable population needs continuing health care, decent housing, and income support. It is absolutely impossible for private charities like ours to provide that care without government funding.

Levels of funding for housing for these women must be dramatically increased.

No person should leave a mental institution without at least the presumption that he or she qualifies for SSI or is in receipt of some form of stable income.

General Public Assistance grants need to be boosted significantly.

Health care projects targeted at this population must be funded or they will continue to rely on costly emergency room care for all their medical needs.

Mental hygiene programs should be established to deal with the problems of the street population. While cures are not always possible, many problems can be kept in check with regular dosages of psychotropic medications and careful monitoring and follow-up by professionals oriented to the special needs of this population.

There needs to be more efficient coordination of services and networking among government agencies, service providers and others involved in assisting the homeless so that the whole person can be served. The word of direct service providers needs to be given some credibility in areas such as disability determination, housing eligibility, and certification for hospitalization.

I could go on and on. But the bottom line for this population is this: unless governments at all levels--federal, state and local--come to the aid of these women, their numbers will continue to increase at an alarming rate.

In Baltimore, we have learned what cooperation between the government and non-profit agencies can do. We run our shelter for men, Christopher Place, in a fine building rehabilitated by the City of Baltimore and leased to us by the city for a dollar a year. Both Christopher Place and My Sister's Place have been able to shelter many more people than we would otherwise have been able to--thanks to the Federal Emergency Management Agency monies we received last winter. Next year, we will open a new shelter at Fort Meade--because of a joint effort with the Army, Anne Arundel County and Catholic Charities.

We are able to provide these and other services efficiently and at low cost. We stand ready to work with you to meet the need.

Thank you.

Mr. **Barnes**. Thank you very much for some very helpful testimony.

Next we will hear from Reverend John Steinbruck. We welcome you and very much appreciate your being here this morning.

STATEMENT OF REV. JOHN STEINBRUCK

Reverend **Steinbruck**. Thank you, Mr. Chairman.

I could begin by just saying I echo the sentiments, the thoughts, everything that has been expressed by Sister Pat next to me. Hopefully, it will considerably shorten what I have to say.

I might refer to your original remarks about the flood that is happening in Washington. I don't know if you're familiar with the original flood story in the Noah narrative. I would interpret that freely this morning by saying that maybe what is needed in this community for survival is not just an ark in this instance but perhaps a whole flotilla of arks. And that's really what we have tried to do at Thomas Circle, where I serve as a Pastor of Luther Place Church, on 36,000 square feet at 14th, Massachusetts, Vermont, and M Streets. We also have a village there that consists of a block of townhouses that is a smorgasbord of group houses for the homeless as well as ministries that enable them, be it medical, clothing, counseling, what have you; 50,000 people a year come through there in need of help of one kind or another; 65,000 meals are served there; 30,000 people are given refuge.

I mention this information, these statistics in order to indicate that there is work being done in this community. And we are not unique. It is happening at other locations, other intersections in Washington, DC. Indeed, there is a whole network of shelter providers in this city that have been active for years.

In order to achieve a greater degree of cooperation and effectiveness, such as exists in Baltimore—who, by the way, just a few years ago Baltimore people came down and were consulting with me. And now they're lightyears ahead of us. I wish that somehow we could get our whole activity together here, and I believe that's possible. That's why under the aegis of the Interfaith Conference of Washington, DC, we did create a couple of years ago an organization called the Coalition for the Homeless.

I am very pleased that their new director is also here this morning, Ms. Patricia Makin, who has long been involved in shelter work here in Washington for years and years at no income, helping to establish Hannah House, directing the emergency shelter in our own church. And I could go on and on. Again, I think she would be the first to say she is not unique; there are people like this in our city.

It has been frustrating somewhat for me, not just as pastor and shelter provider but also serving on the Mayor's commission on homelessness, of which I recently resigned. From day one of that commission we requested, we advised, we called for a facility to be established in this city with priority for women, who we feel are the most vulnerable. We indicated various buildings, everything from Perry School to Bundy School, that hopefully one of those would be provided just as buildings are provided for government that are adequately, in fact sumptuously renovated, like the Randal School, and the Bundy School is now, and the new government building at 14th and U.

I wish there was as much a passion for adequate shelters in this city for the homeless as there is for a new prison, which I don't believe we need; but that's a personal opinion.

To make a long story short, I believe in the principle that small and diversified is good. And that, I think, the Coalition for the Homeless understands and is willing to lead us now in a cooperative spirit to work together to achieve in this community of Washington, DC, shelters that are deployed and that can be responsive to the needs of the homeless and provide the services that many desperately need.

I also would mention, Mr. Chairman, that I think distinctions are critical, and distinctions need to be made when it comes to the homeless population. There's the drug oriented population. There's the dangerous and the violent. There's a person in this room who almost killed my wife. And I need to point out that we have to make such distinctions.

There are the sick, and they need our priority consideration. There are the unemployed and those people who are helpable. And I think we need to have this variety of shelters that meet the needs of individuals in order to help them achieve the status in life that they are capable of. Many can cope. Some can work. We have many people now in the incentive wage system that are doing various jobs, some even getting employed in hotels. So, that needs to be understood.

I would plead this morning quite simply that we affirm the Coalition for the Homeless and under their leadership strive to accomplish what is needed in this community. There are tremendous possibilities.

I would also point this out, and I bring it along and I have shown it to people before. Here's a prospectus of 20,000-some square feet, which is part of the parcel that we occupy at Thomas Circle. That's flat and it's under asphalt. We want to develop that, not with the Marriotts or the Holiday Inns or any other hotel chain but to develop a high rise hospice for the homeless. This is in the value of millions of dollars in real estate plan. How do we accomplish it? I don't see how it's possible except as Sister Pat suggested: in partnership, in combination with the Federal, the District, and the private sector of the community.

I only wish we could end the confrontative atmosphere in this city and begin to single out the Coalition for the Homeless and commit ourselves to work under their leadership and cut out all the rest of the nonsense and have one concern in front of us: the homeless, the homeless, the homeless.

Thank you.

Mr. **Barnes**. Thank you very much.

You can hear the buzzers going off here. We apologize. We have got a vote we have to make. We will take a 10-minute recess. We will be right back, as quickly as we can get back.

[Recess.]

Mr. **Barnes**. Ladies and gentlemen, I apologize. I said it would be 10 minutes, and it obviously was a lot longer than 10 minutes. We normally vote in the House of Representatives with electronic computerized machines. The computer doesn't work today, so we voted the old-fashioned rollcall and had to call all 435 names. My name starts with B, so by the time I got there, they had already called it; and I had to wait until they went around the second time. So, I apologize. I was over there just as frustrated as you by my inability to be here. But let's get back to what is obviously an enormously important hearing.

Our next witness is Elisabeth Huguenin, president of the board of directors of the District of Columbia Coalition for the Homeless. I am very pleased that you are here with us this morning. I look forward to receiving your testimony.

STATEMENT OF ELISABETH HUGUENIN

Ms. Huguenin. Thank you.

Members of Congress, members of the audience, and friends of the homeless community, I am pleased to be allowed to present to you the plans of the Coalition for the Homeless to care for homeless men and women in the Washington area.

I am pleased because this city is now presented with the opportunity to actually make a difference. Through this plan we have the opportunity to change things. And as a person who has served and advocated for the homeless community for many years, I am excited about that opportunity, and everyone who is concerned about the plight of the homeless should be also.

Our proposal calls for the creation of a comprehensive center. Comprehensive in terms of shelter means more than simply a place to sleep and a place to eat. It means a place to regroup, recover, rebuild and eventually re-enter the socially and economically productive mainstream.

Specifically, our plan is designed to treat the causes of homelessness as well as the effects.

To explain the concept behind our plan, I will trace the path that a resident would follow, should he decide to come to the Coalition for the Homeless for help.

First, getting to the shelter: the coalition has acquired vehicles which will be used to transport the homeless from the downtown area and bring them to the new facility. We have also acquired or purchased several properties which will be used in the implementation of this project.

Once a client enters the facility, he will be met by an intake worker. This person's job is to see to it that the person there—if the person is suffering from mental illness especially—is made as comfortable as possible. That means providing a setting that is nonthreatening, nonobtrusive, and which builds an atmosphere of trust with the client. It is our policy and our goal to provide shelter to anyone who is in need, therefore everyone is welcome. The only case in which anyone would not be admitted to the shelter is if that person creates a clear and present danger to the safety or health of the staff or of the residents. And in these cases, these persons will be referred to facilities which are better equipped to handle those problems.

After registration, the client will be met by a staff worker who will then issue linens and assign a bed. The staff worker will inform the resident of the services available in the shelter and the shelter rules. Those rules are simply: no fighting, no drugs, no alcohol, no weapons; and residents will be encouraged, but not required to bathe daily.

During a resident's stay, he will be entitled to basic services as well as more intensive treatment services. Those basic services are three meals per day, showers, clothing, and health care.

After a resident has become accustomed to the shelter and the staff, however long it may take, the resident will then be ready for the next step, which is the assessment process. Trained social workers and mental health clinicians will talk with residents, get to know them and try to ascertain the root causes of each individual's condition of homelessness, whether it be economic, social, or health related, or a combination of these. From that initial assessment, the staff will draw up a comprehensive service plan which utilizes the appropriate available services within the shelter and the public and private sectors that will help the client gain back his independence.

This type of individualized service delivery is known as case management. In this treatment model, staff members act as travel companions throughout their stay in the shelter, ensuring that a resident receives the best of care on his way to self-sufficiency and a friend to guide him along the way. This is a system which has proved successful in several cases around the country.

Once a service plan has been set, the staff will make available to the resident a number of services which may aid him in getting back to the mainstream. The services offered include vocational rehabilitation, income maintenance training, housing placement assistance, job placement assistance, assistance in applying for entitlements, social skills development and intensive mental health counseling.

Contrary to popular belief, the homeless population is not all mentally ill, so the services we offer run the gamut of services needed to treat the many and varied problems facing the homeless.

Once a resident is determined to be ready to take the next step into independent living, housing and job development specialists will help residents to secure their niche in the community by finding an affordable place to live and a secure income.

As you may know, a component of the grant which the coalition has been awarded calls for plans that deal specifically with the elderly homeless, that is, persons age 60 and over. We have made such plans. The coalition is in the process of organizing an advisory committee of geriatric specialists who will make specific policy and operational guidelines for treatment of the elderly. We will then hire specialists to deal specifically with that population and train other staff to do likewise.

Our housing development specialists will also assist in the establishment of group homes or other housing options for elderly residents.

Ladies and gentlemen, as you can see, this plan is a good one. It is designed with an old adage in mind, that is: If you give a hungry person a fish, he will be hungry the next day; but if you teach him how to fish, he will eat for the rest of his life.

And the Coalition for the Homeless is uniquely qualified to accomplish this goal. The coalition is a private, nonprofit organization made up of local service providers, clergy, community leaders, and concerned citizens who are dedicated to helping the homeless secure their rightful place in the mainstream.

In the past, the coalition has succeeded in many projects which have made a substantial contribution to the homeless community. They include fighting to strengthen District rent control laws and helping to establish the Irving Street Bilingual Shelter for men. We were instrumental in the opening of a shelter for men in the Georgetown-Burleighth area and later led the fight to keep it open. We have helped to create the Friends of the Homeless Campaign to raise funds for private shelter providers. We have helped to create the Calvary Shelter for Homeless Women, and we have educated the public and the homeless about numerous pieces of legislation which directly affect their lives and livelihood. We are the only broad-based advocacy group for the homeless in this city.

The members of the board of directors reflect leadership in wide-ranging areas related to care of the homeless. Board members Elisabeth Huguenin, Rev. Ernest Gibson, Pastor Verlon Brown, and Rev. Imagene Stewart all operate or have operated shelter programs for homeless men, women, and families. Reverends Stewart and Gibson, in particular, collectively, have over 35 years experience in the operation of homeless programs through the House of Imagene and the Council of Churches of Greater Washington, respectively.

The president of the board and board member, Ronald Ausbrooks are trained mental health professionals who have worked with private shelter programs as well as organizations such as St. Elizabeth's Hospital and the U.S. Public Health Service.

Other board members are locally and nationally known advocates and activists, community leaders, and experienced administrators of services to the homeless. Aside from the experience of the board, over 100 organizations which help the homeless directly or indirectly are members of the coalition; and many have promised to lend their support and talents to help in the implementation of our plan.

We have the strength, the expertise, the willingness, and the ability to make this program a model for this city and this Nation; and we look forward to your support in helping us to accomplish our goals.

However, before I finish the statement, I would like to point out that Mr. Bethea, who is the vice chair of the Mayor's Commission on Homelessness, as well as the chief of the OESSS office, and also a board member of the Coalition for the Homeless, is quite uniquely equipped to give a knowledgeable and unbiased opinion about this plan. He has reviewed the plan, and he knows it is a viable alternative. I don't think it is any longer appropriate for Mr. Bethea to remain silent.

Thank you very much.

[The prepared statement of Ms. Huguenin follows:]

Coalition
for the
HOMELESS

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

TESTIMONY OF THE COALITION FOR THE HOMELESS

Members of Congress, members of the audience and friends of the homeless community, I am pleased to be allowed to present to you the plans of the Coalition for the Homeless to care for homeless men and women in the Washington area.

I am pleased because this city is now presented with the opportunity to actually make a difference. Through this plan we have the opportunity to change things. And as a person who has served and advocated for the homeless community for many years, I am excited about that opportunity, and everyone who is concerned about the plight of the homeless should be also.

Our proposal calls for the creation of a comprehensive center. Comprehensive in terms of shelter means more than simply a place to sleep and a place to eat. It means a place to regroup, recover, rebuild and eventually re-enter the socially and economically productive mainstream.

Specifically, our plan is designed to treat the causes of homelessness as well as the effects.

To explain the concept behind our plan, I will trace the path that a resident would follow should he decide to come to the Coalition for the Homeless for help.

First, getting to the shelter. The Coalition has acquired vehicles which will be used to transport the homeless from the downtown area and bring them to the new facility. We have also acquired or purchased several properties which will be used in the implemention of this project.

Once a client enters the facility, he will be met by an intake worker. This person's job is to see to it that a person is made as comfortable as possible. That means providing a setting that is non-threatening, non-obtrusive and which builds an atmosphere of trust with the client. It is our policy and our goal to provide shelter to anyone who is in need, therefor everyone is welcome. The only case in which anyone would not be admitted to the shelter is if that person creates a clear and present danger to the safety or health of the staff or the residents. And in these cases those persons will be referred to facilities which are better equipped to handle those problems.

After registration, the client will be met by a staff worker who will then issue linens and assign a bed. That staff worker will inform the resident of the services available in the shelter and the shelter rules. Those rules are simply: no fighting, no drugs, no alcohol, no weapons and residents will be encouraged but not required to bathe daily.

During a resident's stay, he will be entitled to basic services, as well as more intensive treatement services. Those basic services are three meals per day, showers, clothing and health care.

After a resident has become accustomed to the shelter and the staff, however long it may take, the resident will then be ready for the next step, which is the assessment process. Trained social workers and mental health clinicians will talk with residents, get to know them and try to ascertain the root causes of each individual's condition of homelessness, whether it be economic, social, or health-related or a combination of these. From that initial assessment, the staff will draw up a comprehensive service plan which utilizes the appropriate available services within the shelter and the public and private sectors that will help the client gain back his independence.

This type of individualized service delivery is known as "case management". In this treatment model, staff members act as "travel companions" throughout their stay in the shelter, ensuring that a resident receives the best of care on his way to self-sufficiency and a friend to guide him along the way. This is a system which has proved successsul in several cases around the country.

Once a service plan has been set, the staff will make available to the resident a number services which may aid the him in getting back to the mainstream. The services offered include: vocational rehabilitation, income maintenance training, housing placement assistance, job placement assistance, assistance in applying for entitlements, social skills development and intensive mental health counseling.

Contrary to popular belief, the homeless are not all mentally ill, so the services we offer run the gamut of services needed to treat the many and varied problems facing the homeless.

Once a resident is determined to be ready to take that next step into independent living, housing and job development specialists will help residents secure their niche in the community by finding an affordable place to live and a secure income.

As you may know, a component of the grant which the Coalition has been awarded calls for plans that deal specifically with the elderly homeless, that is persons age 60 and over. We have made such plans. The Coalition is in the process of organizing an advisory committee of geriatric specialists who will make specific policy and operational guidelines for treatment of the elderly. We will then hire specialists to deal specifically with that population and train other staff to do likewise.

Our housing development specialists will also assist in the establishment of group homes or other housing options for elderly residents.

Ladies and gentlemen, as you can see, this plan is a good one. It is designed with an old adage in mind, that is,
" If you give a hungry person a fish, he will be hungry the next day, but if you teach him how to fish, he will eat for the rest of his life."

And the Coalition for the Homeless is uniquely qualified to accomplish this goal. The Coalition is a private, non-profit organization made up of local service providers, clergy, community leaders, and concerned citizens who are dedicated to helping the homeless secure their rightful place in the mainstream.

In the past, the Coalition has succeeded in many projects which have made a substantial contribution to the homeless community. They include: fighting to strengthen District rent control laws and helping to establish the Irving Street Bilingual Shelter for men. We were instrumental in the opening of a shelter for men in the Georgetown-Burleighth area and later led the fight to keep it open. We have helped to create the Friends of the Homeless Campaign to raise funds for private shelter providers. We have helped to create the Calvary Shelter for Homeless Women and we have educated the public and the homeless about numerous pieces of legislation which directly affect their lives and livelihood. We are the only broad-based advocacy group for the homeless in this city.

The members of the Board of Directors reflect leadership in wide-ranging areas related to care of the homeless. Board members Elisabeth Huguenin, Pat Makin, Reverend Ernest Gibson, Pastor Verlon Brown and Rev. Imagene Stewart all operate or have operated shelter programs for homeless men, women and families. Reverends Stewart and Gibson in particular, collectively have over 35 years experience in the operation of homeless programs through the House of Imagene and the Council of Churches of Greater Washington, respectively.

The President of the Board and Board member Dr. Ronald Ausbrooks are trained mental health professionals who have worked with private shelter programs as well as organizations such as St. Elizabeth's Hospital and the U.S. Public Health Service.

Other Board members are locally and nationally known advocates and activists, community leaders and experienced administrators of services to the homeless. Aside from the experience of the Board, over 100 organizations which help the homeless directly or indirectly, are members of the Coalition and many have promised to lend their support and talents to help in the implementation of our plan.

We have the strength, the expertise, the willingness and the ability to make this program a model for this city and this nation, and we look forward to your support in helping us to accomplish our goals.

Thank you.

Mr. **Barnes**. Thank you very much.

I regret that we are so far behind schedule and that we have so many other witnesses. We could spend all day asking you all questions with your backgrounds and expertise in actually providing services to people who so desperately need them.

Let me just ask all of you this. One of my concerns is that what we are about to open apparently, what the Government is about to open and will be operated by the coalition ultimately, is another sort of warehouse, cleaner and perhaps a little more healthful than the warehouse we got over at Second and D Streets. But what is your collective judgment on where we're headed on this and what the appropriate approach is for the Nation's Capital?

Ms. **Huguenin**. I would like to point out, first of all, that it all depends on how you define warehousing. The way we define warehousing is not necessarily having a big group of individuals under one roof. What we feel is that, if you have a program and you are going to help those people help themselves and become independent, you do not have warehousing, no matter how big the building is, you can cope with that. What we call warehousing is when you have a big group of people who just sit there and do nothing and are not helped.

We, as you can see, have a very appropriate program structured. It is oriented toward the individual needs of the people. And I feel that it is a very valuable alternative.

Mr. **Barnes**. What is the view of the other panelists about the appropriate size of a shelter? In your experience, what is the most appropriate number of individuals that can be best served in a shelter?

Sister **McLaughlin**. I think small is best. In Baltimore we don't have any large warehousing type shelters at all. The YWCA has about 40 or 45 beds, and that's a large number for us.

Reverend **Steinbruck**. I echo the same sentiment, that small and diversified is better. Neither the Second and D Street shelter nor the Anacostia shelter nor, for that matter, the floors of our church at Luther Place are the solution. What I am pleading for is that under the Coalition for the Homeless we move into the future, continuing to find places, building support bases for these various shelters that now have multiplied and do exist in almost every community, whether it be Bradley over in Alexandria, Fairfax, Rockville, Bethesda, et cetera, et cetera. That is the direction I believe we have to move and also to make distinctions among the categories of homeless, not to mix apples and oranges.

So, Anacostia is not a panacea, but it is a step that will facilitate the direction that we're going in, a cooperative network of shelters under the Coalition for the Homeless and also in relationship with our suburban metropolitan counterparts.

Ms. **Huguenin**. I also would like to say that the Anacostia shelter is a temporary place. While the residents are at the Anacostia shelter, we are already looking for long-term facilities. We also believe in small shelters.

Mr. **Barnes**. Now, you will be receiving, the coalition will be receiving, is it $2.7 or $3.7?

Ms. **Huguenin**. Three point, seven.

Mr. **Barnes**. Three point, seven million dollars.

And you will be using that, as I understood the testimony of HHS, to purchase some facilities from which you will transfer people who need it from the larger shelter over a period of time. Am I getting it correct?

Ms. HUGUENIN. That is part of our program.

Mr. BARNES. Can you provide the committee over the course of the next few months with updates on how that is proceeding so that the members of the committee can see how the funds are being expended and how many people are being assisted and how the acquisition of property is going forward? Can we get regular updates from you on that?

Ms. HUGUENIN. Well, let me just tell you that we already have acquired a permanent shelter for the women. And we are in the process of acquiring another smaller shelter, as well. We are under negotiation at this point.

Our budget is public record. I have it here if you want to look at it.

Mr. BARNES. What I am wondering is, if the committee could get, say, monthly updates on how it is progressing and how the funds are being spent.

Ms. HUGUENIN. We have no problem with that. We have nothing to hide.

Mr. BARNES. Fine. If you can provide the information, that will be very helpful.

[The information follows:]

Organization History and Experience

The D.C. Coalition for the Homeless is a non-profit, tax exempt organization founded in 1979 to provide an informed and concerned local voice in matters related to homelessness. The organization was initially a project of the Interfaith Conference of Greater Washington, a non-denominational social concerns organization. The Coalition has a record of establishing sound programs for the homeless and of providing community education resources in related areas. The Coalition was incorporated under the provisions of the District of Columbia Non-Profit Corporation Act of 1981.

The Coalition is a membership-based organization. That is, it is comprised of a working Board of Directors and membership which consists of local service provider executives, clergymen, program administrators and lay people who have direct or indirect contact with the homeless population and share the same goals for combatting the problem.

Since its inception, the Board of Directors and membership of the Coalition has been comprised of the most authoritative voices in the District of Columbia service provider community, both private and public.

Through the expertise and work of its Board and membership, the Coalition has been instrumental in the establishment of three shelters: Calvary Baptist Shelter for Women, which services up to 65 women; The Irving Street Bilingual Shelter, which serves a largely Hispanic population of up to 70 men; and the Georgetown-Burleith shelter, a winter-only shelter servicing up to 30 homeless men.

The Coalition is uniquely qualified to orchestrate the coordination of homeless programs. It represents members of the local government, religious leaders, private service providers and the local business community. The Coalition is responsible for bringing together the resources of these groups in a coordinated approach to address this problem. Specifically, the individual board members are trained experts in every facet of support programs and service delivery from the administrative level to hands-on service providers, as well as community-based organizers, fundraising professionals, practicing clinical psychologists, and specialists in economic and business development.

The current estimates of the homeless population in the District of Columbia range from 2,000 to 15,000 individuals and families. The major reasons cited for homelessness are: the lack of affordable housing, the lack of accessible residential community based mental health services and the lack of semi-skilled or unskilled labor positions. The population is currently being provided a wide range of services ranging from shelter provision to programs focused on independent living. The District Government is currently providing approximately 844 beds within its shelter program while the private sector supplies within its shelter program 1712 bedspaces, counseling programs, food and shelter for the remaining homeless population.

For a majority of the homeless population, the root cause of homelessness is due to mental illness and substance abuse. Personal crises that lead to homelessness include divorce, release from mental hospital or prison with no place to go, and domestic violence. Personal crises account for approximately 10% of the population.[1] Evictions, the lact of single-room occupancy units, and a generally diminished stock of low income housing stock accounts for the remaining population.[2] Among the homeless, the aged constitute a sub-population with special and pressing needs for specifically tailored support services.

According to the Coalition's service plan, the goal for a comprehensive program is to establish an effective means by which individuals can realize independent living status and become economically contributing members of the community. The delivery of services would vary according to an individual's needs assessment. This assessment would begin with a psychological evaluation. Following psychological evaluation, a plan will be developed for individuals with realistic goals established for developing a long-term independent living plan. This goal can be realized by many homeless persons if the proper support structure is available to aid an individual in achieving it.

The Coalition for the Homeless has long been the major advocate voice for the homeless within the Washington, D.C. community and has consistently expressed concern about the tendency to treat just the symptoms rather than addressing the root causes of homelessness. To realistically resolve the chronic problem of homelessness, more than the provision of food and shelter is required. The Coalition's goal for a comprehensive program is to establish an effective means by which individuals can realize independent living status and become economically contributing members of the community. The delivery of services would vary according to an individual's needs assessment. This goal can be reached by many homeless persons if the proper support structure is available to aid an individual in achieving it. The Coalition remains committed to the realization of these goals through development efforts in the Washington, D.C. area.

---

[1] Reported in The Washington Post, April 25, 1985.

[2] HHS Working Group on the Homeless, Report to the President, August 15, 1984, "Reasons for Homelessness" - Chart.

Mr. BARNES. Again, I feel badly because we could talk all day with you all. I have seen some of the work that you have done, some of it recently and some of it over a matter of years. I very much appreciate your being here. I wish we had more time. Thank you very much again for appearing.

Our next witness is the chairman of the District of Columbia City Council, Hon. David Clarke.

Mr. Chairman, we appreciate your willingness to come by this morning and give us the perspective of the council and you and your colleagues. I am grateful for your appearance and know of your long concern for issues affecting all the people of the District of Columbia, including those that don't have a home. So, we are grateful that you're here this morning.

Mr. CLARKE. Thank you very much, Congressman Barnes.

Your staff has asked me to be quick and summarize my statement. It is only 1 page long, but I still will do that.

Mr. BARNES. You can do whatever you want, Mr. Chairman.

Mr. CLARKE. I appreciate that. As a matter of fact, I would like to do that, in any case.

STATEMENT OF HON. DAVID A. CLARKE, CHAIRMAN, DISTRICT OF COLUMBIA CITY COUNCIL

Mr. CLARKE. Let me say first that the statement I have presented for the record and that I will give here is mine and not that of the council. With the exception of one part of it that I will clearly address, the council has not taken a position on the particular issues that are involved.

Second, I did come today because I wanted one of the two top officials here because the District of Columbia does take seriously the issue of the homelessness in the District of Columbia.

My own personal philosophy is that Government does have a responsibility to place a safety net for people and that we must insure the provision of very basic needs in our society. Adequate housing, or some housing, even if not adequate, is a basic need of our city.

Our citizens passed Initiative No. 17, a set of principles that said that everybody who is present within the District of Columbia has the right to have a roof over their head, especially during the coldest periods of our year.

I, in July, sent to the city administrator a number of questions as to the preparedness of our city for the forthcoming winter. The council had doubled the budget for homeless services, up to $7 million in the fiscal year 1986 budget. As soon as the Congress approves it, that will be available for us to spend for the homeless in our city.

We are intent upon trying to provide for the needs of the homeless. The letter from the city administrator which sets forth in some detail the per night cost, et cetera, is attached to the testimony which I presented. I have some difficulties with certain parts of it, of the executive's plan. I won't go into those here, but I would note that the $7 million is concluded by—it is the city administrator's conclusion that $7 million is adequate to tend to the needs of the homeless in the city with the continued operation of the center at Second and D Streets NW. It is also his conclusion that, should that center not continue to operate, then we would not have enough moneys in the city budget to provide for the needs of the homeless.

In that regard, I sit here, as you and everybody else, as an elected politician. And I must say that we are only as good as our word, all of us. The President of the United States, in this case by and through the Secretary of the Department of Health and Human Services, extended his word to the people of the Nation last year that the center at Second and D Streets NW., would be upgraded and made into a model center for the homeless for the Nation. The current proposal to move those operations to the Anacostia area of our city to provide for the rehabilitation of a building there and then to turn over to the city the further, and essentially continuing, fulfillment of the promise that was made last year is not satisfactory to myself. And I think when the Mayor's representative comes, he will indicate that it is not satisfactory to the Mayor either.

That commitment was made. The particular locus of the need is downtown. All of our neighborhoods are willing, will have asserted for them a willingness to participate in tending to the needs of the homeless, but we do not think that the Anacostia neighborhood is appropriate either in geographical location or, given its other needs, it is appropriate for that community to be asked to carry an extraordinary burden in this area.

That is my testimony.

[The prepared statement of David A. Clarke, with attachment, follows:]

COUNCIL OF THE DISTRICT OF COLUMBIA

WASHINGTON, D. C. 20004

Statement of David A. Clarke, Chairman, Council of the District of Columbia,
on
"Homeless American's in the Nation's Capital"
submitted to
Michael D. Barnes, Chairman
Subcommittee on Government Operations and Metropolitan Affairs,
Committee on the District of Columbia
November 7, 1985

The provision of basic necessities to our citizens who are in need is, in my view, a fundamental responsibility of government. It has been my strong belief that government must provide the last safety net. It is government's role to assure that people who are less fortunate than others -- people who have a legitimate need for support -- are cared for in dignity. The provision of shelter -- a roof over one's head -- is a basic human requirement that government has a responsibility to provide.

Many homeless in the nation's capital, unfortunately, have become the federal government's bouncing ball. Like a tennis ball being slammed from one court to another, many homeless in the District are being bounced back and forth between the federal and the local government. The federal government made a clear and specific commitment to many homeless men, women, and families who call a previously condemned federal building at Second and D Streets N. W. home. The facility was to be fixed by the federal government and was to serve as a model shelter for the nation. I believe that this commitment is as real today as the day it was made. This is a commitment that the federal government must keep. The facility and services for the homeless should be located in the center city where the need has been evidenced.

The District has demonstrated its commitment to the homeless of this city. The D. C. Council has approved a budget for fiscal year 1986 of more than $7.0 million, an increase of nearly 100 percent when compared to the fiscal year 1985 budget. The District should not be asked to relieve the federal government of its commitment and later responsibilities. The attached letter to me dated July 17, 1985 in response to my letter of concern for the homeless to the District's City Administrator details the resources and numerous efforts the District will be undertaking this year to improve services for the homeless in our city. Our government is a caring government but should not be put into the position of stretching its resources to make up for resources which were promised by the federal government directly to the residents of the shelter at Second and D Streets N. W.

If the federal government were to keep its commitment along with the resources provided by the District government in its fiscal year 1986 budget then the combined resources would be sufficient to meet the needs of the homeless this year. The standards of "Initiative Seventeen" could be met, if the funds are well-administered, even if the initiative should not survive the judicial challenge.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
EXECUTIVE OFFICE

OFFICE OF THE CITY ADMINISTRATOR

1350 E STREET, N.W. – ROOM 507
WASHINGTON, D.C. 20004

[illegible]
'85 [illegible] 17 [illegible]
CH[illegible]
D.C.[illegible]

17 JUL 1985

The Honorable David A. Clarke
Chairman
Council of the District of Columbia
1350 Pennsylvania Avenue, N.W.
Washington, D.C. 20004

Dear Chairman Clarke:

Thank you for your letter of June 26, 1985 requesting information regarding the Executive Branch's on-going services to meet the needs of the homeless population.

You have asked to what extent is the District of Columbia prepared to meet the challenge of Initiative Seventeen and what mechanisms are in place to assure that individuals in need of shelter are provided with appropriate facilities. As you are aware, the District is presently challenging Initiative Seventeen in the courts and is arguing that the Initiative is unlawful.

Prior to Initiative Seventeen, we have been providing shelter within our resources to persons who have no place to go or the means to obtain shelter on their own. Additionally, we are offering an array of support services to families and individuals in order to make them self-sufficient, where possible.

The budget for the Commission on Social Services, Office of Emergency Shelter and Support Services for FY'86 is $7,125,000. These funds will provide 310,000 nights of shelter for an estimated 6,077 homeless clients. These figures do not include the potential impact of the current population of 425 2nd St., NW upon the City's resources, should that facility close this summer.

Because the status of the population of 425 2nd St., NW is uncertain pending the outcome of the litigation in Federal court, we are unable to predict (1) whether the population will seek city-run shelters; (2) how many individuals will seek the shelter; and (3) what will be the specific service needs of the persons presently residing at that shelter.

Because homelessness is such a complex problem, it is difficult to distinguish among persons who need short term assistance, those who are chronically unemployed and those who may be mentally ill. Studies are underway to determine the inherent problems among these groups in order to better design appropriate and creative programmatic initiatives which address the overall problem of homelessness.

In your letter, you raised several issues which I wish to address as set forth below:

Anticipated Shelter Needs For This Coming Winter

"What is the estimated need, how has this need been determined, what is the distribution of the types of homeless, e.g. men, women, families, and is there enough capacity to meet the need?"

Based upon our experience of the past two years, we estimate that we will need 132,000 nights of shelter for men, 25,300 for women, and 134,500 for families.* We also need an additional 9,700 nights of shelter for battered women. Our FY '86 estimate is that we will spend approximately $22 per night per person. The City and private shelter providers' present budget and facilities appear adequate to address this anticipated need.**

District Shelter Provision

"To what extent does the District 'leverage' its resources? How many beds does the District run? How many beds does the District assist in running?"

Our resources are "leveraged" through the budgetary process within the Department of Human Services, the District's primary agency responsible for the provision of emergency services to homeless people. The District presently operates or administers the operation of 10 facilities with 944 beds.

---

*For reasons described on page one, our estimates do not take into account the prospective impact of the current population of 425 2nd St., if that facility should close this summer. Our best information is that there are about 700 men and 100 women residing at the facility on an average night.

**An additional 800 individuals from 425 2nd St. could cost as much as $17,600 per night, or more than $500,000 per month. Most authorities agree that present facilities would not meet this

Impact of President Reagan's Tax Proposal

"To what extent do you perceive that more public resources will be necessary to offset losses in the private non-profit sector as a result of changes to the treatment of charitiable contributions under the Reagan Administration's new tax proposal? If passed by Congress, when will the District feel the impact?"

The City's responsiveness to the homelessness problem has always been a shared responsibility with the private sector and with our regional counterpart agencies. We have no method of assessing the total impact of the tax changes at this time as the change is merely a proposal.

Providing Medical Care for the Homeless

"How successful is the District's and the Robert Wood Johnson's effort to provide medical care for the homeless? When funds run out, will the District be able to provide medical care to the homeless?"

The Commission on Social Services' Office of Emergency Shelter and Support Services provides support services which include developing service plans for clients and providing medical and mental health care referrals to Department of Human Services' facilities. The Department of Human Services works closely with the Robert Wood Johnson/Pew Memorial Trust Health Care for the Homeless Project to plan how best to establish long-range health care services for the homeless. Public health facilities are available to the homeless population of the District, as they are available to other residents of the City.

Obtaining Entitlement Support

"To what extent are city workers and private providers equipped to assist homeless people in obtaining basic entitlement support.?"

Under District and federal laws, persons may be eligible for various types of entitlement programs and when need can be identified as well as verified, claims are processed accordingly.

Intake Procedures

"What screening will be required at the shelters before letting someone in? What is reasonable in relation to the initiative?"

Intake workers interview homeless applicants and confirm that they are homeless and destitute, then place the individuals or families in an appropriate facility.

Services for Mentally Ill and Mentally Retarded Homeless

"Is there some way of determining between one who is homeless and one who is mentally ill? How do we program services for the homeless who are diagnosed as mentally ill? Are we able to correlate records? How do we approach services for the homeless who appear to be both mentally ill and mentally retarded?"

We recognize that people are homeless for a variety of socioeconomic and/or health reasons. A substantial percent is composed of deinstitutionalized persons who were formally patients at St. Elizabeths and other mental institutions around the country. Services to those who are mentally ill and homeless are offered at Blair and Pierce shelters through contracts with Lutheran Social Services.

The House of Ruth has arranged with St. Elizabeths Hospital for the placement of 18 interns to provide mental health counseling to homeless families at the Pitts Shelter. Area B Community Mental Health Team provides mental health treatment to the homeless population sheltered at the Irving Street facility.

Police and Fire Department Procedures

"What instructions do the police and fire department have when meeting an individual who appears to be homeless?" Where and how do we draw the line between unnecessary search and prevention of hypothermia?"

The Metropolitan Police Department's procedures upon encountering an apparently homeless person begins with ascertaining whether the person is in immediate physical danger. If the individual is unconscious or otherwise in physical distress, the police officer will seek emergency help, either an ambulance or the homeless transport service. If the person is alert, the officers will not search him, but will question him and take appropriate action based on the information he divulges concerning his identity and residence (or lack thereof).

If the individual is unconscious, the officers will search him for identification and medical information. In case of alcohol intoxification, the police will take the person to a detoxification facility.

The D.C. Fire Department's emergency ambulance service procedures when encountering an apparently homeless person are identical to the procedures followed for persons with fixed addresses. The homeless person's need for medical care is evaluated, and, in all cases other than alcohol intoxication (including psychosis), the individual is transported to a hospital.

Training, Employment and Housing Services

"How are training, transportation, and other employment or training related programs got to the homeless? What type of coordination exists for housing services?"

Homeless persons who are sheltered in District-run or supported facilities are provided with referrals to the appropriate vocational, educational, employment, and housing services operated by the District government. The Blair Shelter has an employment referral service. The Office of Emergency Shelter and Support Services also monitors eviction lists to contact those in danger of eviction and mediates landlord-tenant disputes to prevent evictions. In addition, the office works to secure permanent housing for homeless families.

Expenditures for Homeless Individuals and Families

"...do we spend more on families with young children, or mothers with children as opposed to the single homeless? With limited resources, what is the long term policy on this?"

At present, we do not distinguish between homeless individuals and homeless families in the application of the city's resources. Families, however, are provided with special services to include counseling and child care, and generally placed at the Pitts Shelter.

I hope our responses will clarify the role of the District government in addressing some of the problems of homeless people.

Sincerely,

Tom Downs

Thomas M. Downs
City Administrator/
Deputy Mayor
for Operations

COMPREHENSIVE PLAN FOR THE HOMELESS
FISCAL YEAR 1986

Introduction

Despite an upturn in the economy and improvement in the unemployment picture in the city, homelessness continues to be a growing problem - a problem that is costly in both personal and public terms. The persistence of homelessness and the complex profile of homeless persons have made it increasingly evident that survival or basic services will not eliminate the problem of homelessness in the city and may, in fact, be contributing to the marginalization of an ever-increasing segment of the population.

However, in the past, it has been difficult to develop a comprehensive plan for serving the needs of the homeless because little information has been available on the characteristics and needs of the homeless population. The study, "Sheltered Homeless in the Nation's Capitol: A Comparative Study of Characteristics, Needs and Services for Washington, D. C. Single Adults and Families," conducted under the auspices of the D. C. Commission on Homelessness and the Commission on Social Services has begun to eliminate that gap. Consequently, the plan for serving the homeless for Fiscal Year 1986 includes emergency services to meet the basic needs of the homeless population as well as services to prevent homelessness and services to address the income, health care, housing, employment and mental health needs of this population that were identified in the study.

While this plan does not meet all of the needs of the homeless residents of the city, it is a significant step towards developing a comprehensive approach to the problem. Because it is becoming increasingly evident that homeless is far too complex to be solved by any one agency or department, The Comprehensive Plan for Fiscal Year 1986 also emphasizes the need to develop a strong coordinated, inter-agency response to the problem. It is only by involving all of the relevant departments and agencies in the planning and service delivery process that the problem of homelessness will become a manageable one for the city.

Characteristics and Needs of the Homeless Population

The study, "Sheltered Homeless in the Nation's Capitol: A Comparative Study of Characteristics, Needs and Services for Washington, D. C. Single Adults and Families," completed by Joyce Lane of Howard University and Frederick Depp of Saint Elizabeths Hospital was commissioned by the Commission on Social Services and the D. C. Commission on Homelessness in response to the settlement agreement in the Caton v. Barry litigation. The study, while not totally conclusive, provides the most comprehensive analysis of the city's homeless population available thus far. The results of the study are based on interviews with 236 shelter clients (90 men, 87 women and 59 family heads) and 45 service providers listed in the D. C. Coalition for the Homeless' Directory of Shelter Facilities and Services (1984). Interviews were conducted from March throuoh May, 1984.

The clients interviewed were chosen based in a random sampling design, therefore the study results are generalizable to the shelter population at large. The study methodology was complex and far more sophisticated than that used to conduct most studies on the homeless to date; nonetheless, there are still a number of limitations that must be taken into account when the study results are used.

The major purpose of the study was to generate information on the characteristics of homeless families and individuals. The study was to identify the needs of, the resource gaps faced by, and the characteristics of the sheltered homeless. The study did not focus on trying to determine the prevalence of homelessness because this issue, while of major importance, could not be addressed with the methodologies presently available for enumeration. As of yet there is no systematic and reliable method to identify the unsheltered homeless who often seem to be an "invisible" group in the city. Consequently, the study results leave the question of numbers unanswered.

They also do not account for the characteristics and needs of the unsheltered homeless --persons sleeping on steam grates, in abandoned buildings and on park benches. If these persons avail themselves to available services less often than the sheltered homeless and have more severe problems than the sheltered population, as is generally believed, then the resource gaps and needs of the total homeless population would be greater than the results of the study actually suggest. In addition, a number of other issues beyond the researchers' control may also have contributed to the creation of a conservative estimate of the needs of the homeless population.

Two shelters, the House of Imagene, a shelter for battered women and children, and the CCNV shelter (men and women) refused to participate in the study. Since the House of Imagene is a small shelter (capacity of 20), it is not likely that this refusal would have affected the study results for homeless families. However, because the CCNV shelter is the largest in the city (reportedly serving 600 - 800 persons daily) and has operating practices that differ significantly from other shelters, the results could have been significantly different if this shelter had been a part of the sample. If the CCNV shelter does serve a more mentally impaired population, as is generally believed, the results of the study would underestimate the actual needs of the homeless population, particularly in the area of mental health.

A second, but related issue results directly from the wide variation in refusal rates that is noted in the report. While 50 percent of the persons approached to be interviewed at Blair shelter for men refused to be interviewed, only 14 percent of those approached at the Pierce (also for men) similarly refused. For women's shelters the variation is even greater, with no refusals at Calvary Baptist and a 76 percent refusal rate at Mt. Carmel House. If particular shelters attract persons with very specific types of problems and mentally impaired persons are more likely to refuse to be interviewed than others, then these differences could also have affected the results of the research.

Interviewing clients in the shelters also meant risking biased responses. Some clients no doubt gave acquiescent, "safe" responses to questions, believing that this would insure their continuation in the shelter program even though the consent form they signed explicitly indicated that there was no connection between study participation and shelter study. In addition, under-reporting of substance abuse and mental illness is common when face to face interview techniques are employed.

In spite of these limitations, this study provides the most comprehensive and reliable information available to date on the homeless population, particularly in the portion of that population that uses the shelters (public and private) in the city. While the results of the study do not provide all of the information necessary to develop a comprehensive service system for the homeless, it provides enough information to begin to identify the major areas of needs for this population: emergency shelter, health care, mental health, substance abuse, employment and housing services.

Reasons for Homelessness and Use of Emergency Shelter

Fifty-nine percent (59%) of the study respondents, when asked why they were in a shelter, gave an economic reason (income too low, unemployed, lack of money, or public assistance too low). Health problems such as alcoholism or mental disorder and situational reasons (no legal right to work in this country, disabled, or evicted) accounted for only 9% of the reasons. Another 9% gave reasons suggesting a preference for the shelter relative to other living arrangements (room was unsatisfactory, have friends at the shelter, prefer to sharing a room). When respondents were asked why they left their last previous living arrangement, most single men (55%) and families (56%) gave an environmental reason for leaving. These included a foster home license suspended, a benefactor moved, fire destroyed home, overcrowding, building was condemned, respondent was released from an institution, or a supportive other died. Behavioral reasons were most often given by single women (43%), less frequently by single males (31%) amd least by families (11%). Behaviorial reasons included disagreements, broken rules, ill treatments, brutalization, or marital problems. These two major categories together, environmental and behaviorial reasons, accounted for 86% of the reasons given by single men, 74% by single females, and 67% percent by families.

The study results also show variations in reliance on shelters. Forty-seven percent (47%) of the single males and 36% of the single females reported having lived in shelters for all of the six-month period prior to the interview. Thirty-seven percent (37%) reported having been sheltered zero to three months earlier, while another 30% indicated first having been sheltered four to 18 months earlier and the remaining 33% reported having been sheltered 20 months to 26 years earlier. Four percent of the respondents were first time shelter users on the night of the survey.

Almost all of the service providers (41 of 45) reported having had a need for emergency housing. However, only 5 of the 41 receiving requests for shelter (12%) were unable to meet that need either by using internal resources or resources external to the agency.

Income Support

Twenty-five percent (25%) of the total sample reported having no income at all. The largest number, 26%, reported receiving public assistance and/or food stamps. Twenty percent (20%), reported a job as thier sole income source, while 15% reported multiple income sources such as friends, friends and a job, public assistance (PA) and a job, family and strangers, Supplemental Security Income (SSI) and a job, and retirement annuity and a job. Finally, 14% received income from public programs other than public assistance and food stamps, in a few instances in combination, e.g., SSI and PA or a Veterans Administration (VA) disability check.

Income sources differed markedly between families and the single sex groups. The single men and single women were quite similar on this factor. For example, only five of 59 families heads reported no income source (8%), while 27 (30%) and 28 (32%) single men and women, respectively, reported no income source. While 68 percent of family heads relied solely on public assistance, only (15%) and (10%) of the single men and women, respectively, relied solely on public assistance.

Health

A drinking problem was reported by more single men (34%) than any other single health problem. This problem was noted much less frequently by both single women (6%) and family heads (5%). Dental problems were most frequently reported by single women and heads of families. Foot problems and injuries due to assaults were significantly greater for single men and single women than for family heads. Thirty-one percent (31%) of the women had had some assault-related injury within the previous six months. The problems reported most often included lice, breathing or lung problems, urinary tract infections, leg sores, swollen legs, hypertension and skin problems. Overall, women reported medical problems more frequently than men, averaging 2.98 problems, while men averaged 2.76 and family heads, 1.46.

The study results also showed that sheltered women (79%) and family heads (81%) sought professional health services more frequently than men (67%) in the six months preceding the interviews. Hospitals were the primary sites for delivery of these services with the remaining services being supplied by community clinics.

Mental Health

This study identified mental health services as a major need of ths population. Results from self-reports of symptomatology used in the interviews showed all three subgroups equally and extensively needing services. The findings showed that 59% of single men, 54% of family heads and 51% of single women evidenced distress levels sufficient for intervention. Service providers also listed mental health as the most critical need of this population.

The need for mental health services was greatest among younger respondents. Fifty-five percent (55%) of the respondents 18 to 27 years-old and 67% of those 28 to 37 years-old needed mental health services compared to 46% of those 38 to 47, 43% of those 48 to 57 and 46% of those 58 to 73 years-old.

The study results also showed a tendency for a direct relationship between the length of time since first sheltering and the percentage of respondents needing mental health services. Those respondents who were first sheltered from 10-21 and 22-51 months before show the largest percentages of persons in need of mental health services (64 and 62 respectively). Respondents with more recent first sheltering experiences reflected lower percentages of persons in need of mental health services: Only 45% of the persons first sheltered within the past month showed a need for mental health services.

The relationship between previous hospitalizations for mental disorders and the need for mental health services is less clear. For persons who had been hospitalized, on the average, it had been seven years since their last hospitalization. Only one-third of the persons in need of mental health services had been hospitalized within the last two years. In addition, 71% of those persons needing mental health services reported no previous hospitalizations.

Employment

The study findings support the importance of work and vocational skills as a compounding factor in the reasons for homelessness. Insufficient funds and unemployment were the major reasons stated by shelter residents for their current state of homelessness. Requests for work were received by 93% of the agencies delivering services to the homeless. Although only one agency exclusively servicing homeless populations provided a work-related training program and systematic job placement program, agencies listed work and job training as the second most critical need of homeless persons.

Thirty-three percent (33%) of the single men, 30% of the single women and 10% of the family heads reported they were working at the time of the interview. Most jobs were temporary, part-time, or quasi-competitive, e.g., working in a fast food service, building caretaking, or performing maintenance and janitorial work. In addition, 45% of all of the respondents reported having received vocational training.

Only six percent (6%) of the respondents had never worked. Of those who had, one third (34%) reported having last worked within the past year. Another 33% had last worked one to two years ago. The remaining 32% had last worked three to 39 years ago. The average length of time since last employment overall was three years. Most respondents (61%) had worked most of their lives at unskilled jobs such as laundry worker, domestic, janitor, park attendant, babysitter, car wash worker, porter, mover or trash collector. Another 14% had done office work.

However, certain personal characteristics contribute to the problem of immediate employability of this population. The prevalence of mental distress at levels indicating need for treatment in 55% of this population is a critical factor impeding vocational readiness. The prevalence of alcohol abuse as noted both in the service providers' interviews and in the shelter users' interviews is another key psychosocial dysfunction impeding employability of this population. Another factor important to job market reentry is the finding that 32% of those interviewed had a history of institutionalization in the correctional system and 24% of those interviewed had been hospitalized in the mental health system. In a competitive job market, a history of any type of institutionalization significantly and negatively affects employability.

Housing

The study results also show that housing is a significant unmet need for both single homeless individuals and homeless families. Seventy percent (70%) of the service providers interviewed had been unable to respond to permanent housing requests for families. Fifty-seven percent (57%) had been unable to respond to similar requests from single men and 69% had been unable to respond to requests from single women.

Twenty-five percent (25%) of all respondents reported being on public housing waiting lists including 4% of the single males, 21% of the single females and 64% of the families. All but 10% of the respondents reported having rented housing previously. Among those who had rented, 36% had last rented within the past two months, another 32% within three to eight months and the remaining 32% from 9 months to more than eight years before the interviews. Thirty-four percent (34%) reported having lived in one or more hotels or motels in the preceding twelve months, with families reporting the highest rate (46%).

Thirty-one percent (31%) of those interviewed reported having been evicted at some point in the past; 28% of the single men, 29% of the single women and 37% of the families. Thirty-six percent (36%) of those evicted had been evicted within the six months preceding the interviews.

Special Needs of Families

Sixty-seven percent (67%) of the families had children in school. Twenty-four percent (24%) of the families had to move their children to different schools when they moved into the shelter. Seventy-one percent (71%) of the families reported that living in temporary housing had had a negative effect on them and their children. These negative effects included family tension created by confinement, increased health problems and restlessness in children, and the presence of feelings of shame and depression. Only 16% of the families reported that living in shelters had no effect on their lives.

Comprehensive Plan for the Homeless for Fiscal Year 1986

This complex profile of the homeless population confirms that "homelessness" is not one problem but many. It is evident from this profile that a coordinated, inter-agency service delivery system is the best and most cost effective means to address the diverse needs of the homeless population. Therefore, the Comprehensive Plan for Services to the Homeless for FY '86 that follows includes services that will be provided by the Commission on Social Services, the Commission on Public Health, the Department of Housing and Community Development, the Department of Employment Services, Saint Elizabeths Hospital and the Mental Health System Reorganization Office.

In addition to emergency shelter and food, the services to be provided include services to prevent homelessness, services to return homeless persons to the most appropriate living or treatment alternative and services to prevent persons who have moved into alternative settings from becoming homeless again.

Emergency Shelter and Support Services

Even though it is evident that emergency shelter and basic support services alone will not solve the problem of homelessness, these services are and will continue to be the most critical component of any service delivery system for the homeless. Currently, all of the shelter provided by the city is provided through the Office of Emergency Shelter and Support Services (OESSS) of the Commission on Social Services. OESSS is planning to spend $5,832,000 (77% of its $7.6 million budget) for contracts to provide shelter in FY '86. These contracts will provide 958 bed spaces for the homeless: 433 for families, 145 for women, 370 for men and 10 for the handicapped. Twenty-one of the bed spaces for families are reserved for victims of domestic violence. Assuming 100 percent use of these beds, 349,670 nights of shelter will be provided during the year: 158,045 for families, 52,925 for women, 135,050 for men and 3,650 for the handicapped.

In addition to shelter, these contractors will also provide basic support services for those persons using the shelters. The main services to be provided include: food, information and referral; clothing; transportation; and in some instances, limited medical care, housing relocation assistance, employment counseling, legal services, day care, and counseling. Families, and in some instances, single individuals, can also apply for emergency financial assistance to cover all or a part of the cost of moving out of a shelter and into their own apartment.

Preventive Services

The events that lead to homelessness are extremely diverse and often vary from one situation to the next. However, the persistence of homelessness once it occurs suggests that interventions to prevent families or individuals from becoming homeless are extremely cost-effective over time. The Emergency Financial Assistance (EAS) program managed by the Income Maintenance Administration (IMA) has had a major impact on resolving immediate crises that may have led to homelessness if they had not been resolved. Assistance through the EAS program is available to any resident of the city who can demonstrate a need for one-time emergency assistance. In 1984, IMA approved 12,508 emergency assistance grants. Forty-three percent (5,421) of those grants were approved to prevent evictions.

In addition, OESSS also provides the following services to prevent homelessness:

- Information and referral, expedited emergency financial assistance to cover back rent payments and moving and/or stroage assistance to persons slated for immediate eviction by the U.S. Marshal.
- Information and referrals for emergency financial assistance for persons summoned to landlord and tenant court for non-payment of rent.
- Negotiation of agreements for payment of back rent with public housing tenants who would otherwise be slated for eviction.

- Un-site support services including information and referral, arrangements for moving and furniture storage assistance, emergency financial assistance and counseling to residents of condemned buildings.

All of these services will continue to be provided at their current level in FY '86.

Health

Homeless persons are currently eligible for a number of health services provided by the Commission of Public Health; however, most of the homeless do not use these services; leaving many of the health care needs of the homeless unaddressed and unmet. The Washington D.C. Health Care for the Homeless Project, one of ten projects funded nationwide by the Robert Woods Johnson Foundation, is one of the first health care projects targeted specifically to the homeless. This project, while currently privately funded, will be institutionalized into the public health care system at the end of the Robert Woods Johnson Foundation funding period.

This project has as its principal goal the provision of health care to homeless persons in settings where these persons are most likely to avail themselves to the services provided. Therefore, this project has created health stations in four of the larger shelters in the city. Two mobile teams staff the health stations. Each team is comprised of a nurse practitioner/physician's assistant, psychiatric social worker and medical clerical assistant. The services provided are medical screenings, minor and emergency medical treatment, assessments, and referral services. The mobile teams are augmented by a team of physicians and a service coordinator directly responsible to the project.

While this project has begun to address the health care needs of the homeless, a number of those needs continue to go unmet. Therefore, a number of projects will be initiated in FY '86 to expand health services to the homeless. These projects include a health care screening project for children and families at the Pitts Hotel, a mobile outreach health unit and an information and referral hotline.

The Commission of Public Health, The Commission on Social Services and The Comprehensive Health Care Program of Children's Hospital National Medical Center have been working since early summer to plan a health care project at The Pitts Hotel, the central intake point for homeless families. The project will provide health care screening to all families at the point of intake, but its primary focus will be to protect and promote the health of infants and children residing at The Pitts Hotel. The primary focus of services will be prevention, identification of high-risk and at-risk children, early detection of health problems and follow-up services as appropriate. The service components will include screening, assessment, referral and follow-up; health education for resident families and shelter staff and advocacy for child health services. The project to be funded by the Commission on Social Services will be in operation by November 1, 1985.

The Commission of Public Health is presently projecting to spend $439,000 to operate a Mobile Health Unit and $21,150 to operate a Homeless Hotline during FY '86. The Mobile Health Unit will target its services to chronically homeless individuals who seldom utilize shelters, to homeless persons who congregate in city/federal parks or on steam grates and to homeless persons identified by shelter workers. The Mobile Outreach Health Unit, to be administered by the Ambulatory Health Care Administration, will provide medical screenings, mental health assessments and referral services. This unit will address health problems such as: high blood pressure, hypertension, cuts, bruises, tuberculosis, diabetes, scabies, leg ulcers, gangrenous limbs, pneumonia, upper respiratory infections, lice, fractures, and dental problems. When it is possible to do so, treatment will be provided on-the-spot. In situations where treatment cannot be provided, persons will be referred to appropriate treatment facilities for follow-up treatment.

The CPH hotline will provide health and related information and serve as a referral point for health and social services to homeless persons. The hotline will provide services primarily to providers who serve the homeless, and to homeless persons who may call for assistance. The Crisis Resolution Unit of the Commission on Public Health will be responsible for the administration of the CPH hotline for the homeless.

Alcohol/Drug Abuse

Alcoholism is a significant problem among the homeless population, particularly among homeless men. Even though alcoholism is found less often among homeless women and family heads, shelter operators report that these persons present major problems in emergency shelter settings.

The Alcohol and Drug Abuse Services Administration (ADASA) will spend $305,503 in FY '86 to fund three contracts to provide services to homeless substance abusers. Andromeda will provide mental health and substance abuse counseling to the Hispanic homeless population. "So Others Might Eat" will provide walk-in health care services, meals, dental care and vocational training services to homeless substances abusers. Union Temple Baptist Church will also provide services to homeless substance abusers including counseling, referral services and daily meals.

A number of the homeless alcoholics, particularly single men, frequently use the services of the Alcohol Detoxification Center operated by ADASA. During the winter months it is estimated that nearly half of the detox clients are homeless. Occassionally, these persons are released from the Detox Center without plans for permanent housing or follow-up treatment. Efforts will be undertaken in FY '86 to reduce the number of situations in which this occurs.

Mental Health

It is clear that Mental Health services are a critical unmet need of the homeless population. Both the Mental Health Services Administration (MHSA) and the federally operated Saint Elizabeths Hospital currently provide mental health services to the homeless population; however, the services currently provided do not completely address the extent of need for those services.

The Mental Health Services Administration instituted Community Outreach Branches (COB) in 1984, operating out of the North and South Centers. One COB works directly with disturbed residents in the shelters to link them to Center treatment programs. However, according to COB staff, less than one out of every six shelter residents referred to a CMHC actually appears for services.

Six psychiatric residents from Saint Elizabeths Hospital and workers from the District's North Community Mental Health Center also provide mental health services in the shelters. The services provided include individual and group counseling and referrals to community mental health centers. While the time spent in each shelter is limited to only a few hours a week, this method of providing services has been received well by both shelter providers and homeless individuals themselves.

MHSA currently contracts with Lutheran Social Services to 1) provide mental health consultation and training to shelter operators; 2) operate two day shelter programs; 3) provide direct mental health services to a caseload of about 85 persons a month; and, 4) link patients to the CMHCs. As with the C.O.B., attempts to direct the homeless into the normal processes of the public mental health system are not often successful as the following table shows.

Lutheran Social Services Monthly Statistics 11/84-3/85

Caseload (Men)	Linked to MHSA	Caseload (Women)	Linked to MHSA
36	1	21	2
26	4	19	1
27	3	23	0
27	2	12	2
26	3	13	1

Source: LSS Monthly Reports to DCDHS

In FY 1985 MHSA spent $254,000 to contract services for the homeless mentally ill; in FY 1986 $625,000 is authorized. Additional contractors will be providing both direct psychiatric services to the homeless mentally ill, and indirect services in shelters and to shelter operators.

In addition to the direct services that are currently planned or provided for the homeless mentally ill, several initiatives are underway to clarify and resolve particular problems that impact on services to this portion of the homeless population. One problem is the persistent inability to assure a firm connection between the release of a patient from Saint Elizabeths Hospital--or other general hospital psychatric units--and the participation of that person in a follow-up community mental health care program. The Hospital staff and quality assurance program are undertaking a careful review of all treatment plans on release of patients, and an analysis of the extent to which such plans are carried out. A research team from USC is also doing a prospective tracking of selected patients released from the Hospital to analyze why treatment plans are not always followed. This problem, which has been exacerbated over the years by the division of authority between Saint Elizabeths Hospital and the District, will be addressed in the comprehensive mental health system by mandated procedures which will require accountability for continuity of patient care in the community based system.

Another persistent problem is the lack of transition housing and protective programs for the homeless mentally ill, which leads to frustration on the part of both shelter operators and the Crisis Resolution Unit (CRU) staff who respond to crisis calls from shelter operators. To deal with this problem, MHSA is increasing the number of crisis residential beds, from a capacity of 8 beds in FY 1985 to a capacity of 34 beds in FY '86.

As a part of its P.L. 98-621 mandate, the Mental Health System Reorganization Office is also planning to provide additional mental health services for the homeless. Projects recommended as a part of this plan include:

--Development of a housing unit within the jurisdiction of the mental health system to stimulate adequate numbers and kinds of residential facilities for the chronically mentally ill;

--Development of new financial incentives for supervised community housing placements for the homeless mentally ill including apartments, boarding houses, foster care, halfway houses, protected shelters, etc.;

--Development of mental health clinics/centers for the homeless in/or near downtown shelters that will offer, or provide access to mental health and supportive services;

--Development of mental health teams to work beside shelter health station to provide short-term direct psychiatric services to shelter residents.

Income Support

While some of the homeless are employed and others receive public assistance, a number of the homeless have no ongoing means of financial support. When persons have only minimal ongoing income support available to them or receive no income on a regular basis, it is extremely difficult to move these persons from the shelters into more stable living arrangements. The inability to get homeless persons successfully through the SSI eligibility determination process and the gap between the AFDC and GPA payment levels and housing costs have been identified as major factors contributing to the problem of acquiring stable living arrangements. the inability to get homeless persons through the SSI eligibility process results both because homeless persons cannot be located to provide additional information when it is needed and because the required medical or psychiatric evaluations often do not provide enough documentation of the person's disability for them to meet the complex eligibility criteria for SSI benefits.

Currently, plans are underway to assess the feasibility of creating an SSI team that would work directly in the shelters to help homeless persons complete and submit all the necessary documentation for SSI eligibility determination. This team would assist homeless individuals with the completion of the initial application, make sure that any medical or psychiatric evaluations submitted were not only complete but also "packaged" in such a way as to maximize the client's possibilities of receiving SSI. In addition, this team would serve as a central referral point where calls related to SSI applications for homeless persons could be received. This team of SSI "advocates" would coordinate their activities with the Disability Determination Division within The Rehabilitation Services Administration of The Commission on Social Services and with The Health Care for the Homeless Project (HCHP).

Determiniation of what type of staff and professional support will be needed to effectively carry out this SSI advocacy project will be made in the near future. The team would also have the services of a specially trained psychiatrist from The MHSA and perhaps, a physician from CPH or HCHP available to them to complete the necessary medical and/or psychiatric evaluation forms. Facilitating the movement of additional homeless persons onto the SSI rolls would increase homeless persons' access to medical care and could save the city significant amounts of money by a reduction in both the GPA and Medical Charities rolls.

Employment

While research findings support the importance of work and vocational skills as a compounding factor in the reasons for homelessness, some of the personal characteristics of the homeless (prevalence of mental distress, alcohol abuse, involvement with the correctional system) contribute to the problem of immediate employability of this population. In addition, homelessness itself, including the lack of a permanent address, a place to keep one's clothes, etc. reduce the employment prospects of homeless persons unencumbered by the more serious barriers to employment. Therefore, a number of services will need to be made available to the homeless before they are actually job ready.

The current employment services available to the homeless are extremely limited. OESSS has one staff person who attempts to locate available jobs and place homeless persons in those jobs. OESSS has also worked with the Department of Employment Services' (DOES) contractors to provide job readiness training sessions to shetler residents. In addition to continuing these services in FY 1986, OESSS will also negotiate an agreement with DOES to use shelter residents for day labor work whenever possible and discuss the feasibility of targeting some of the JTPA funds to the homeless population.

Housing

Housing is the unmet need of the homeless population that has been most resistant to resolution. Because Federal funds for housing have been cut drastically, the current stock of low-income housing is far from sufficient to meet the demand. DHCD currently has a waiting list of over thirteen thousand (13,000) persons. OESSS presently uses two of its staff persons to locate available housing units in the private sector for homeless shelter residents. For FY 1986 the Department of Housing and Community Development has agreed to provide 48 Public Housing units of various sizes and 10 Section 8 Certificates (of its total 200 available) for use in the city's homeless program.

The Department of Housing and Community Development has also made available three buildings on Gainesville Street, S.E., to Jim Banks, a member of the Mayor's Commission on Homelessness. Each building contains twelve-two bedroom units. These buildings are currently uninhabitable and in poor state of repair. The project proposal calls for the use of trainees in the building trades from the D.C. Foundation for Vocational Training to rehabilitate these buildings and get them on the market again for low income families.

The Meyer Foundation has committed $25,000 as upfront monies for architectual, engineering and administrative overhead costs. The Hyman Construction Company will serve as general contractor, at cost. The bulk of the financing for this effort will come from a below market interest rate construction loan from the Department of Housing and Community Development. Once the building is rehabilitated, a permanent loan will be obtained to repay the Department of Housing and Community Development.

DHCD and OESSS will also work together to see that the non-profit agencies providing services to the homeless receive DHCD's RFP for its Congregate Housing Assistance Program. This program which is administered by DHCD's Neighborhood Improvement Administration is designed to provide acquisition and/or rehabilitation funding for group housing for persons whose shelter needs cannot be met through conventional housing programs. Funding available for this program as of October, 1985 is $1.2 million. These funds will be distributed in the form of deferred and amortized loans to qualified non-profit organizations which demonstrate, through the RFP process, that they possess the financial stability to be successful in operation of a facility. DHCD also secures approval of the Office of Community-based Residential Facilities before it issues firm commitments for funding, so as to coordinate the locations of these congregate housing facilities.

The Rental Housing Act of 1985 has also provided funding in the amount of $5 million in FY '86 for the implementation of a Tenant Assistance Program (TAP) which will subsidize the difference between market rent and a low income person's ability to pay 30 percent of his/her income for rent. DHCD has the responsibility to design and implement the TAP and expects to identify special groups for eligibility to include the homeless. However, the TAP is only funded for one year increments (there are currently some 3,800 D.C. residents on the Section 8 waiting list).

Follow-Up Services

A number of persons who end up homeless do so because their lives are fraught with problems of instability even before the onset of homelessness. Therefore, on-going supportive follow-up services are essential if persons are to remain in stable, independent or semi-independent living situtations. Currently, follow-up services are provided to homeless families for 90 days after discharge from a shelter. These services are provided as a part of OESSS' contracts for shelter. Because non-payment of rent is a cause for homelessness for many homeless families, a Rental Vendor Payment program has been instituted for AFDC families. When families voluntarily participate in this program, the rental portion of their check is made out as a two party check--to the recipient and to the landlord. Under the mandatory program, the rent is paid directly to the landlord. In FY 1986 the use of the mandatory Rental Vendor Payment will be increased. The use of this program will be targeted to families who use the shelters repeatedly during the year.

Ongoing Planning and Coordination of Services for the Homeless

Defining homelessness as a complex problem in need of a coordinated inter-agency response is the first step to adopting a comprehensive service delivery approach to the problem of homelessness; making that response work is the second. To facilitate the ongoing development and monitoring of a comprehensive service delivery system for the homeless, The Commission on Social Services will create an Inter-Agency Task Force on Homelessness that will begin to meet quarterly at the start of the new fiscal year. This task force will be established to strengthen the comprehensive planning efforts that are currently underway and to create a mechanism to monitor the progress and identify the obstacles in implementing and planning appropriate services for the homeless.

The task force will be chaired by The Commissioner of Social Services and will include representation from the following agencies:

The Department of Human Services
  The Commission on Social Services
  - The Office of Emergency Shelter and Support Services
  - The Rehabilitation Services Administration
  - The Income Maintenance Administration
  - The Family Services Administration

The Commission on Public Health
- The Mental Health Services Administraction
- The Alcohol and Drug Abuse Services Administration
- The Ambulatory Health Care Administration
The Mental Health Services Reorganization Office
The Department of Housing and Community Development
The Department of Employment Services
Saint Elizabetns Hospital
D.C. Commission on Homelessness

The Commission on Social Services, The Mental Health Services Reorganization Office and The Commission of Public Health are all actively involved in planning and providing services to the homeless. The Inter-Agency Task Force on Homelessness will be a forum where the activities of these offices can be better coordinated and also a mechanism to increase the involvement of departments that have been less actively involved in current planning efforts in that process. Without a doubt, the problem of homelesness is a complex one and one that shows every sign of persisting for a long time. Therefore, it is only through a successful coordinated planning effort that the problem of homelessness will become a manageable one and the dignity of the lives of the homeless residents of the city will be restored.

Mr. **Barnes.** We thank you very much for that brief statement. Let me ask you, Mr. Clarke: How do you see this progressing from here? What are the next steps in terms of trying to get this all resolved?

Mr. **Clarke.** Well, the problem is the city is not part of the lawsuit, the city is not involved in the dispute between Mr. Snyder and the CCNV, which is operating the Second and D Streets shelter, and the Federal Government. The Federal Government has made a contract with a private organization in our city, the Coalition for the Homeless, for the operation of that center. That again is something that the city is not involved with. I expect the resolution of it is going to come between those two parties.

To the extent that I can be persuasive in that regard, I would try to persuade a resolution in favor of continuing the operation in the downtown area. I have been out on the streets in cold weather and talked with homeless people and tried to get them to go to that shelter and sometimes have been persuasive and sometimes not. I am sure I wouldn't be able to persuade anybody to go down, wait in line, get on a bus, go over to Anacostia, come back the next morning, and go to their favorite spots, wherever that might be, within the downtown area. For some reason, our downtown—I think this is traditional of cities, other downtowns—seems to be the major focus of these kinds of needs. And the service is going to have to be provided there more than any other place.

Mr. **Barnes.** In your experience, is the Coalition for the Homeless in a position to be able to undertake this responsibility? Do they have the expertise and staff and what not to be able to operate the number of shelters necessary?

Mr. CLARKE. The Coalition for the Homeless—I mean, I can't do an efficiency analysis on the Coalition for the Homeless. The Coalition for the Homeless is certainly dedicated people, and I think they are operating from the best of intentions with respect to this. But sooner or later, the Coalition for the Homeless is going to need help. They got, I understand, a $3.7 million contract from the Federal Government. When that $3.7 million is spent, the Coalition for the Homeless is not going to be able to produce out of its own coffers the continuing resources needed to operate a shelter anywhere. And I expect then that what will happen is they will be looking to the city. The city has a commitment, but the Federal Government also has a commitment. And what we are saying is that the Federal Government through the actions of its Chief Executive, the President, ought to provide for its Federal commitment. And it made it. It made it in a context in which it made it to the people of this Nation. It was very well publicized when it made it, national news 2 days before the election. And that was a commitment between the President and the people of the Nation to continue the operation of that shelter.

The city does not want to pick up the responsibilities for that commitment in addition to our own commitment to the homeless of the city.

Mr. BARNES. And you're awaiting, what, $7 million in the appropriations bill?

Mr. CLARKE. Seven million dollars is in the appropriations bill for homeless needs of our own that we're trying to meet. So, that's far beyond those 800 people.

It's a very difficult number to estimate. But just using the number 5,000, which has been circulated with some currency, that's 4,200 people that the city is tending to in addition to the 800; but yet the 800 represents 20 percent or so of that, a little less than 20 percent. My math is not that great.

Mr. BARNES. Well, Mr. Clarke, again, we very much appreciate your coming this morning and presenting your testimony. We look forward to continuing to work with you on these and other issues important to the government of the city. Thank you.

Mr. CLARKE. Thank you, sir. [Applause].

Mr. BARNES. Our next witness is Mr. Robert A. Malson of the department of human services in the District of Columbia government. I understand that Mr. Malson is representing Mayor Barry this morning.

STATEMENT OF ROBERT A. MALSON, SENIOR POLICY ADVISOR, D.C. GOVERNMENT, DEPARTMENT OF HUMAN SERVICES, COMMISSION ON SOCIAL SERVICES, ACCOMPANIED BY ANNIE GOODSON, EXECUTIVE DIRECTOR, D.C. COMMISSION ON HOMELESSNESS, AND DENNIS BETHEA, CHIEF, OFFICE OF EMERGENCY SHELTER AND SUPPORT SYSTEMS

Mr. MALSON. Good morning, Mr. Chairman. I would like to ask Mrs. Annie Goodson, who is executive director of the D.C. Commission on Homelessness, and Mr. Dennis Bethea, who is the chief of our office of emergency shelter and support systems, to join me at the witness table.

Mr. **Barnes**. We are pleased to welcome your colleagues.

Mr. **Malson**. Mr. Chairman, I have submitted a statement to you for the record which is quite detailed in terms of the city's commitment to the homeless people for this coming year. With your permission, I would like to briefly summarize portions of that statement in the interest of time.

Mr. **Barnes**. We will include your entire prepared statement in the record. You may summarize as you wish.

Mr. **Malson**. Thank you.

I am pleased to have the opportunity this morning to discuss with you the views of the District of Columbia concerning the roles of Federal, State and local governments in providing service to the homeless Americans in the Nation's Capital. At your request, Mr. Chairman, my testimony this morning will focus on two issues of concern to the committee. First, I will give a brief overview of the specific programs and services the District of Columbia provides for our homeless population. Second, I will discuss the city's view of the disputed commitment made by President Reagan on November 5, 1984, to provide funds to create a model physical shelter for homeless people in the Nation's Capital.

The D.C. Department of Human Services through the Commission on Social Services and the D.C. Commission on Homelessness released a study earlier this fall that reviewed the characteristics and needs of the District's homeless population. The product of the research, quote, "Sheltered Homeless in the Nation's Capital: A Comparative Study of Characteristics, Needs and Services for Washington, DC Homeless Single Adults and Families," was completed by Joyce Lane of Howard University and Frederick Depp of St. Elizabeth's Hospital. The results of the study indicate that most shelter residents give economic reasons for why they are in a shelter. They reported either having no income at all or receiving only public assistance and/or food stamps.

Most of the residents, whether single men, single women, or family heads, evidenced distress levels sufficient for mental health services. A third of the male respondents reported to have a drinking problem.

Our budget for programs provided for the homeless was $3,848,000 in 1982. As the chairman of the city council just indicated, the city is prepared to double that earlier figure to about $7 million for this year.

The D.C. Office of Emergency Shelter Support System has a budget of about $7.6 million, of which $5.8 million has been targeted for contracts to provide shelter in fiscal year 1986. These contracts will provide 958 bed spaces for the homeless. In addition to providing shelter, these contractors will also provide basic support services for those who use the facilities.

The department also provides the following service programs especially for the homeless. These are in addition to the department's services which are available to all eligible citizens in the District. The D.C. Commission on Public Health, which is a part of the D.C. Department of Human Services, has established health stations in four of the city's largest shelters. A health care screening project for children and families at the Pitts Hotel, a mobile outreach health unit, services to homeless, substance abusers, and information and referral hotline are projects that will be initiated in this year.

The department's mental health services administration will continue to operate community outreach branches to link shelter residents to treatment programs.

Under our draft comprehensive plan for mental health services in the District of Columbia, mobile mental health outreach teams will provide psychiatric treatment and housing assistance to homeless persons on the street as well as those in the shelters. Plans are under way to create an SSI team that would work in the shelters to help homeless people complete and submit all the necessary documentation to obtain their entitlements.

The D.C. Department of Housing and Community Development has agreed to provide 48 public housing units and 10 section 8 certificates for use in the city's homeless program. The D.C. Office of Emergency Shelter and Support Services will continue to assist homeless persons to obtain permanent housing.

As I indicated, Mr. Chairman, the comprehensive plan attached to my testimony lays out the program in greater detail, if the committee has additional questions.

At this point, I would like to turn to the District's view of the President's commitment to the homeless. One year ago this week, President Reagan made an election eve promise that the Federal Government would provide funds to create a model physical shelter in the Nation's Capital. Audrey Rowe, the Commissioner of Social Services, at the request of the Federal Government and CCNV, served as a host and mediator in the negotiations between those two parties in an attempt to facilitate the specific implementations of the President's commitment. We held over one dozen sessions and met separately with both sides in an attempt to assist them in resolving the problems which are blocking the implementation of the President's promise. Those negotiations ended on May 31, 1985, when the Federal representatives refused to specify plans for the renovation and would not provide a budget to CCNV. CCNV then sued the President and Secretary Heckler, among others, in an attempt to force them to make the 425 Second Street shelter a model physical shelter.

The Federal Government's response to the suit was to decide to close the Second Street shelter and to give the funds they had been willing to provide to CCNV, about $2.7 million, to other District shelter providers. The matter remains in litigation as various issues are under review by the U.S. District Court and the U.S. Court of Appeals. The city has chosen to remain out of the suit because in essence it is a dispute between two parties concerning an understanding between themselves. Nonetheless, in letters to Secretary Heckler the Mayor has focused on a portion of Judge Richey's August 19, 1985, order, in which the judge emphasized that the Federal Government could only close the Second Street shelter if it "acted with dispatch in coming up with reasonable alternatives so as to meet the entire needs of each and every resident of the shelter at Second and D Streets NW., Washington, DC"—and—"that the defendants may reclaim the shelter and begin the process of transferring its residents to other suitable facilities in the Washington, DC, area as soon as feasible, but only after devising appropriate interim and long range-plans to eliminate homelessness in the Nation's Capital."

The Federal Government's latest plan, to relocate 600 of the Second Street shelter residents to a temporary shelter at 1900 Anacostia Drive, Southeast, has met with forceful community resistance and has been criticized by the Mayor as fulfilling neither Judge Richey's order nor the President's commitment to create a model physical shelter for the homeless in the Nation's Capital.

The Mayor's policy is that the city will provide shelter to persons who have neither a place to go nor the means to obtain it. It is the city's position that the President made a promise to make 425 Second Street a model shelter. We believe his promise constitutes a means for obtaining shelter for the residents of that facility and that the President's promise should be kept.

I have some more things to say with regard to some earlier statements that were made by Mr. Haddow, Mr. Chairman, but that completes the summary of my prepared testimony.

[The prepared statement of Robert A. Malson follows:]

Statement of Robert A. Malson, Senior Policy Advisor, District of Columbia Government, Department of Human Services, Commission on Social Services on the Role of Governments in Meeting the Needs of Homeless Americans

Good afternoon, my name is Robert Malson, and I am the Senior Policy Advisor of the Commission on Social Services, District of Columbia Department of Human Services. I am pleased to have the opportunity to discuss with you this afternoon the views of the District of Columbia concerning the roles of federal, state, and local governments in providing services to homeless Americans. I will also describe the specific programs and services the District of Columbia provides for its homeless population, and the City's view of the disputed commitment made by President Reagan on November 5th, 1984 to provide funds to create a model physical shelter for the homeless in the nation's capital.

THE PROGRAMS AND SERVICES PROVIDED BY THE DISTRICT OF COLUMBIA

Attached to this testimony is the District of Columbia's Comprehensive Plan for the Homeless for Fiscal Year 1986. This Plan describes in detail both the characteristics of the City's homeless population and the programs and services which have been developed to meet their needs.

The Department of Human Services, through the Commission on Social Services and the District of Columbia Commission on Homelessness prepared a study in order to determine the characteristics and needs of the District's homeless population. The product of the research, "Sheltered Homeless in the Nation's Capitol: A Comparative Study of Characteristics, Needs and Services for Washington, D.C. Homeless Single Adults and Families," was completed by Joyce Lane of Howard University and Frederick Depp of Saint Elizabeths Hospital, and, while not totally conclusive, provides the most comprehensive analysis of the City's homeless population available thus far. The results of the study are based on interviews with 236 shelter clients (90 men, 87 women, and 59 family heads) and 45 service providers. The study methodology was complex and far more sophisticated than that used to conduct most studies on the homeless to date, although two shelters, the House of Imagene, a shelter for battered women, and the CCNV shelter at 425 Second Street, N.W., which shelters men and women, refused to participate in the study. Since the CCNV shelter is the largest in the District, and operates differently from other shelters, the study results, we believe, could have been significantly different if this shelter had been a part of the sample.

The most significant results of the study reveal the following characteristics of the City's sheltered homeless population:

- 74% of the respondents reported having been in the City for at least twelve months prior to the survey.
- 59% gave economic reasons for why they were in a shelter.
- 51% of the respondents reported either having no income at all (25%) or receiving only public assistance and/or food stamps (26%).
- 59% of the single men, 54% of the family heads and 51% of the single women evidenced distress levels sufficient for mental health services.
- 34% of the male respondents and 4% of the female respondents reported a drinking problem.

- 75% of those interviewed had seen a nurse or doctor within the six months preceding the interview.
- 35% of the respondents were 18 to 31 years old; 34% were 32 to 41 years old; and 31% were 42 to 73 years old.

Results of the survey of service providers reveal that they had difficulty in meeting a number of the needs of the homeless. They ranked mental health services as the most critical unmet need of the homeless population. Within the category of housing, permanent housing for families was cited as the most critical need, and 69% of service providers were unable to locate shelter or housing for the physically disabled. The service providers were also unable to meet the need for job training and alcoholism treatment.

The complex profile of the homeless population revealed by the Lane-Depp study confirms that "homelessness" is not one problem but many. A coordinated inter-agency service delivery system is the best and most cost effective means to address the diverse needs of the homeless population. Therefore, the District of Columbia's Comprehensive Plan for Services to the Homeless for Fiscal Year 1986 includes services that will be provided by the Commission on Social Services, the Commission on Public Health, the Department of Housing and Community Development, the Department of Employment Services, Saint Elizabeths Hospital, and the Mental Health System Reorganization Office.

Currently, all of the shelter provided by the City is provided through the Commission on Social Services' Office of Emergency Shelter and Support Services (OESSS). OESSS is planning to spend $5,832,00 (77% of its $7.6 million budget) for contracts to provide shelter in FY 1986. These contracts will provide 958 bed spaces for the homeless: 433 for families, 145 for women, 370 for men and 10 for the handicapped. In addition to shelter, these contractors will also provide basic support services for those persons using the shelters. OESSS works with the Department's Income Maintenance Administration to provide emergency funds to residents of the City in order to resolve immediate crises that may have led to homelessness.

Homeless persons are eligible for a number of health services provided by the Commission of Public Health, although most do not use these services. The Washington D.C. Health care for the Homeless Project is funded by the Robert Woods Johnson Foundation, and will be institutionalized into the public health care system. The project has created health stations in four of the larger shelters in the City. A health care screening project for children and families at the Pitts hotel shelter, a mobile outreach health unit, and an information and referral hotline are projects that will be initiated in FY 1986 to expand health services to the homeless. Further, the Department's Alcohol and Drug Abuse Services Administration will spend $305,503 in FY 1986 to fund three contracts to provide services to homeless substance abusers.

The Mental Health Services Administration (MHSA) instituted Community Outreach Branches in 1984 to link shelter residents to treatment programs. Six psychiatric residents from Saint Elizabeths Hospital and workers from the District's North Community Mental Health Center also provide mental health services in the shelters. In FY 1985, MHSA spent $254,000 to contract services for the homeless mentally ill; in FY 1986 $625,00 is authorized.

The inability of homeless persons to navigate successfully the SSI eligibility determination process and the gap between the AFDC and GPA payment levels and housing costs have been identified as major factors contributing to the problem of aquiring stable living arrangements for the homeless. Plans are therefore underway to create an SSI team that would work directly in the shelters to help homeless persons complete and submit all the necessary documentation for SSI eligibility determination.

Housing is the unmet need of the homeless population that has been most resistant to resolution. Because Federal funds for housing have been cut drastically, the current stock of low-income housing is far from sufficient to meet the demand. For FY 1986, the Department of Housing and Community Development has agreed to provide 48 Public Housing units of various sizes and ten Section 8 Certificates (of its 200 available) for use in the City's homeless program.

To facilitate the ongoing development and monitoring of a comprehensive service delivery system for the homeless, the Commission on Social Services will create an Inter-Agency Task Force on Homelessness that will meet quarterly. The Task Force will strengthen the comprehensive planning efforts that are currently underway, and will monitor the progress of and identify the obstacles in implementing and planning appropriate services for the homeless.

THE DISTRICT'S VIEW OF THE PRESIDENT'S COMMITMENT TO THE HOMELESS

President Reagan made a pre-election promise that the federal government would provide funds to create a model physical shelter in the Nation's capital. Audrey Rowe, the Commissioner of Social Services, at the request of the federal government and the Community for Creative Non-Violence, served as mediator in the negotiations between the parties in an attempt to facilitate the specific implementation of the President's commitment. We hosted over a dozen sessions, including meeting separately with both sides, in an attempt to assist them in resolving the problems which were blocking implementation of the President's promise. Those negotations ended on May 31, 1985, when the federal representatives refused to specify plans for the renovation and would not provide a budget. CCNV then sued the President and Secretary Heckler, among others, in an attempt to force them to make 425 Second

Street, N.W. a model physical shelter. The federal government's response to the suit was to decide to close the Second Street shelter and to give the funds they had been willing to provide to CCNV (about $2.7 million) to other District shelter providers. The matter remains in litigation as various issues are under review by the U.S. District Court and the U.S. Court of Appeals. The City has chosen to remain out of the suit because, in essence, it is a dispute between two parties concerning an understanding between themselves. Nonetheless, in letters to Secretary Heckler, the Mayor has focused on a portion of Judge Richey's August 19, 1985 Order, in which the Judge emphasized that the federal government could only close the Second Street shelter if it:

> "...act[ed] with dispatch in coming up with reasonable alternatives so as to meet the entire needs of each and every resident of the shelter at Second and D Streets, N.W., Washington, D.C....[and] that the defendants may reclaim the shelter and begin the process of transferring its residents to other suitable facilities in the Washington, D.C., area as soon as feasible, but only after devising appropriate interim and long range plans to eliminate homelessness in the Nation's Capital..." (Order, pp. 1-2.) (emphasis added.)

The federal government's latest plan, to relocate 600 of the Second Street shelter residents to a temporary shelter at 1900 Anacostia Drive, S.E., has met with forceful community resistance, and has been criticized by the Mayor as fulfilling neither Judge Richey's order, nor the President's commitment to create a "model physical shelter" for the homeless in the Nation's capital.

The Mayor's policy is that the City will provide shelter to persons who have neither a place to go nor the means to obtain it. It is the City's position that the President made a promise to make 425 Second Street a model shelter. We believe his promise constitutes a "means for obtaining shelter" for the residents of that facility, and that the President's promise should be kept.

THE ROLES OF FEDERAL, STATE, AND LOCAL GOVERNMENTS

The roles of federal, state, and local governments in providing services to the nation's homeless are separate but inextricably linked. The magnitude of the present problem, and the probability that it will continue to grow make coordination of effort among these entities imperative. The vast expense of providing comprehensive programming to this population, which evidences social, medical, and psychiatric needs, must also be shared . The District of Columbia will continue to assume its share of the burdens of providing services to its homeless population, but the City cannot expand programs to meet all their needs without Federal financial assistance.

Thank you for giving me the opportunity to present the views of the District of Columbia to you today. I would be happy to answer any questions the Committee members might wish to ask.

Mr. **Barnes**. Thank you very much.

Let me just pick up on your last comments, that you believe that the answer for serving the people over at Second and D is to have the President fulfill his promise to turn that into a model shelter. What would a model shelter be? Where do you come down on that? You heard Mr. Haddow's statement as to what constitutes a model shelter. What do you think the President promised, and what would the city government like to see the Federal Government do over there?

Mr. **Malson**. Mr. Chairman, I don't think—I listened very carefully to all of the witnesses this morning. And one of the things that strikes me about all this is there really isn't much disagreement among anybody who knows anything about shelters as to the formula to apply. Most of the problems stem from how to apply the formula to a particular set of facts. Everyone thinks warehousing is bad. Everyone thinks large shelters are bad. Everyone thinks that small shelters are the way to go, with individualized treatment for the residents.

The problem is that large shelters are a lot easier to maintain in terms of the cost. The residents may not benefit as well as they would in a smaller shelter, but smaller shelters are more expensive. When the sister from Baltimore talked about 40 to 45 residents in one shelter as being a large shelter, I don't think anybody in this room who knows anything about shelters would disagree with her. But they are a lot more expensive to run. And we would agree with that.

Mr. **Barnes**. So, what is it that the city, given that statement, what is it the city wants the President to do?

Mr. **Malson**. We want him to keep his word. He made a promise to the people 2 days before the election to fix that shelter. He should keep that word.

Mr. **Barnes**. But you've just said you think it would be a mistake for us to have a big shelter.

Mr. **Malson**. That's correct. We don't think that is the cheapest way to go, but he apparently doesn't even want to do that. We think it would be better to have permanent smaller shelters scattered around the city—see, the people of Anacostia are not opposed to doing their fair share. But they don't want to take the whole load, and no one else does either. So, it would make a lot more sense to have permanent shelters scattered around where everyone could pick up their fair share, than to have a larger location which puts a disproportionate burden anywhere.

Mr. **Barnes**. And you think as an alternative to the President keeping his promise to turn Second and D into a model shelter the Federal Government should provide a number of smaller shelters that would serve an equivalent number of people, say, 600 or 800?

Mr. **Malson**. I think that makes sense. I don't think that they could do that with $20 million. It would make sense. But they certainly can't do it with $2 million.

Mr. **Barnes**. So, what's the city going to do, given what Mr. Haddow said this morning about what it's going to do?

Mr. **Malson**. Well, I would like to——

Mr. **Barnes**. We heard him say what the Federal Government was going to do.

Mr. **Malson**. I would like to reiterate what he indicated the city administrator had said to him in a telephone conversation, that we were prepared, as we have been all along, to help in resolving that problem. As I indicated, we did host a number of meetings across the spring and summer to try to get the two parties to work out their difficulties. In many ways we're like neighbors watching a couple next door go through the throes of a divorce. I mean, we would like very much for them to work out their problems so that the President could keep his commitment. And we'd be prepared to go back to the table if the Feds are willing to come up with enough money to fix up that shelter. If they would prefer to go beyond that commitment and develop smaller model shelters around the city, we would certainly be more supportive of that, I would think, although we haven't had a proposal from them to do that; and so the executive branch hasn't had an opportunity to look at that. But I think that would make a lot more sense.

Mr. **Barnes**. As I understand what Mr. Haddow said and what the Coalition for the Homeless said—and if I've got this wrong, I am just misunderstanding what we're being told here this morning—but as I understand it, HHS plans shortly to open this shelter in Anacostia to try to lure people over there with buses and what not, and to hope that will be a better facility and that people will find it more healthful, and what not, and will leave the Second and D shelter and take advantage of the new one operated by HHS, and that HHS will provide $3.7 million to the Coalition for the Homeless to obtain additional locations around the city, but no long-term operating commitment for either the shelter in Anacostia or the other facility.

Given that, do you believe that this is adequate for the purposes of the city?

Mr. **Malson**. No; no, sir. It's just clearly not adequate. It doesn't live up to the President's commitment, nor does it live up to Judge Richey's order.

Mr. **Barnes**. Well, where do we go from here? We've got a real problem on our hands.

Mr. **Malson**. Yes, we do.

Mr. **Barnes**. And I don't hear anybody telling me how we're going to solve it. I mean, I heard the Coalition for the Homeless say they want to, and I agree with Chairman Clarke that they certainly have a track record that demonstrates a commitment and a determination to try to do the right thing. But we're talking, as you said, we're talking big money here; $20 million, you said, probably wouldn't be able to adequately house the numbers of people that we're talking about in——

Mr. **Malson**. In model shelters, right.

Mr. **Barnes** [continuing]. The kinds of shelters that Sister Pat was telling us about that she and others operate in Baltimore and that we know operate here in the District and that I have seen in my own congressional district. So, what are we going to do? What is the city going to do? Are we just going to keep saying, Mr. Haddow and President Reagan, keep your promise? They have made it clear they are not going to do that.

Mr. **Malson**. The Mayor's position ought to be well understood. And it is that the city is prepared to provide shelter to anyone who does not have shelter and does not have the means to obtain it. If the President walks away from Anacostia, if the President walks away from 425 Second Street, then the providers, who provide miracles every day by doing what they do, are going to have to turn to someone. And the first person they're going to turn to is the Mayor. We recognize that. And the second one is to you, Mr. Chairman, I would imagine.

So, we are going to have to scurry around and do whatever we can, reallocate budgets, redeploy staff to address the problem. And we will most assuredly be back up here talking to you. I mean, our position is that the responsibility is a shared responsibility. The city is prepared to do its part, but it doesn't believe it ought to pick up the whole load.

Mr. **BARNES**. Why was the city opposed—to just come back to something Mr. Haddow said earlier—to the earlier proposal of HHS with respect to temporary trailer facilities? That was apparently their original proposal. And it sounds more like what you're talking about now in terms——

Mr. **MALSON**. I was talking about permanent facilities——

Mr. **BARNES** [continuing]. Spreading them around the city——

Mr. **MALSON**. I was talking about permanent facilities as opposed to trailers——

Mr. **BARNES**. Would that have been better than this Anacostia facility? Would it have been better——

Mr. **MALSON**. Again, they had a serious problem in terms of deciding where they were going to place the trailers. We in our letter—he quoted from part of it, but another part of the letter indicated that we tried trailers before. Again, trailers are a little expensive, too. They may be cheap in terms of capital outlay, but you still have staff requirements. And a trailer tends to be very small. The number of people that you can put in a trailer—you can't just put people in a trailer with no staff. So, your staff operating costs go up substantially as well.

We did not think that was a well-thought-out idea. But Mr. Haddow did indicate that trailers themselves could be scattered if they were going to go forward with that. And we suggested some of the Federal facilities where they could put trailers around the city, because the city's housing code doesn't really provide—you never see trailers around the District of Columbia except for construction trailers. We don't have trailers in the city. So, we would have some other problems with that.

But we just did not think that the trailers were the way to go. Dispersal, yes. Small shelters, yes. Trailers didn't make a lot of sense to us.

Mr. **BARNES**. Mr. Parris, any questions?

Mr. **PARRIS**. Thank you, Mr. Chairman.

Let me first apologize. I of necessity have been in another subcommittee meeting this morning. I have been in and out, but I have reviewed this testimony. I apologize for not being here the full time.

Just very quickly, you indicate in your statement that the President at the time of his statement said that he would create a model physical shelter. Did he ever say that it would be the Second Street facility?

Mr. MALSON. My understanding is that the statement which was provided by Mrs. Heckler was very clear with regard to——

Mr. PARRIS. But did it ever say we will make the Second Street facility the model that they were talking——

Mr. MALSON. I don't have a copy of Mrs. Heckler's statement with me, but my recollection is that, yes, they were most assuredly talking about the Second Street shelter. I could be corrected, but that's my recollection.

Mr. PARRIS. And Ms. Rowe from the D.C. government served as a mediator between the parties? Were the parties the administration, HHS, and——

Mr. MALSON. Yes, sir.

Mr. PARRIS. And CCNV?

Mr. MALSON. Yes, sir.

Mr. PARRIS. Those were the two parties.

Mr. MALSON. Yes, sir.

You know, they come up here and they talk about the fact that the District hasn't been cooperating. I don't know what they call that.

Mr. PARRIS. What I am trying to get at is the parties are CCNV——

Mr. MALSON. And the United States——

Mr. PARRIS [continuing]. And HHS.

Mr. MALSON. That's correct.

Mr. PARRIS. And they are now litigating.

Mr. MALSON. That's correct.

Mr. PARRIS. And the District's position is that's a suit between those two parties.

Mr. MALSON. Right.

Our effort——

Mr. PARRIS. You're not a party to the suit?

Mr. MALSON. No; we're not.

Our effort was—because we weren't a party to the contract—the Mayor calls it a social contract. But we weren't a party to that either, you see.

He was basically opposed to Second Street to begin with because of the reasons that you've heard articulated today about the size of large shelters and all. He thought it was a bad idea. HHS went ahead with it anyway. And we served as a pass-through facilitator for licensing purposes between the United States, which owns the property, and——

Mr. PARRIS. And is that why the District has stayed out of the suit as well as out of the shelter itself?

Mr. MALSON. We're not in the lawsuit because we were not a party to that contract. That's our——

Mr. PARRIS. I can understand that.

Mr. MALSON. Yes, sir.

Mr. PARRIS. But you're not a party to the shelter either, are you?

Mr. MALSON. That's correct.

Mr. PARRIS. For the reason that there's a lawsuit? Or because the reason is you think the shelter is a terrible idea?

Mr. MALSON. The shelter is too large. It's in bad shape. We talk about the better options. If none of the better options are acceptable to the people who are in a position to fund them, then we believe the President ought to live up to his commitment and fix up that shelter.

Mr. **Parris**. But if you don't play this game with our ball under our rules and in our backyard, we won't play at all. Is that where we are?

Mr. **Malson**. Are you quoting the Feds or the District?

Mr. **Parris**. Anybody.

Mr. **Malson**. I think a lot of the parties, a lot of the principals involved in this, Mr. Parris, have hardened their lines a great deal. I don't think anybody has anything negative to say about any of the providers in this city in terms of what they do. But yet, they have some views. CCNV has views. The United States has views. And the District has views. And we all think that our views are correct. I'm telling you today that the city is prepared to facilitate the implementation of the President's promise. I don't think that's a hard-line position.

Mr. **Parris**. I am very much—frankly, Mr. Malson, I am very much more concerned about the rights and the needs of the homeless than I am about the views of any of these parties.

Mr. **Malson**. And the Mayor has made it clear, Mr. Parris, that, if everything falls apart and the United States doesn't come up with this commitment, his position is that people will not be on the street. And we will do whatever we need to at that time.

Mr. **Parris**. Mr. Malson——

Mr. **Malson**. Yes, sir?

Mr. **Parris** [continuing]. In your statement on the last page it says: The city cannot expand programs to meet all of the needs of the homeless without Federal financial assistance. In this year, in the 1985 budget, adopted, I think, by this subcommittee—certainly by the committee if not by this specific subcommittee—the Federal Government has provided $425 million of direct assistance to the District of Columbia. Now, it seems to me that there should be some modest sum out of almost half a billion dollars that can be found for some of these needs. Is that unreasonable?

Mr. **Malson**. Well, Mr. Clarke was here earlier. I don't recall if you were in the room at the time, sir, but he indicated that there was a $7 million portion of our appropriations bill which is up here right now which would address the District's needs for the homeless within the city. That's part of our budget, and that's part of what has been cranked in, and is a doubling of our prior commitment. So, the city budget has already taken into account the needs of the people that we are apparently expecting to shelter.

Now, as we have indicated, that does not address the 425 Second Street problem because it is unresolved. And we admit that, if that situation falls apart, then we're going to have to do a lot of work in order to address those problems. We have no reason not to be candid with you about that.

Mr. **Parris**. It just seems to me to be modestly unrealistic. I think that the city takes the position that we are going to do nothing, absolutely nothing. We are inflexible in this matter unless the President can live up to his commitment—unquote—whatever that is, whatever it was intended to be. That to me, Mr. Malson, on May I think you said, the 31st or something of this year, it kind of came unglued.

Now, what is the city going to do? And my assumption is nothing.

Mr. **Malson**. Well, the Feds have indicated that they are willing to open this shelter in Anacostia. And members of this subcommittee as well as our own staff have looked at it. And I have not heard personally any negative comments about that shelter. So, that's an attempt on the part of the United States.

Now, the issue is whether or not anybody is going to go there, it seems to me. And the city council chairman has already indicated that he——

Mr. **Parris**. They're not going to if it doesn't exist, are they?

Mr. **Malson**. No, no; that shelter is already——

Mr. **Parris**. It's not rehabilitated and improved——

Mr. **Malson**. No, no; I'm talking about the Anacostia, the temporary facility.

Mr. **Parris**. Oh, I'm sorry, I misunderstood.

Mr. **Malson**. So, the United States has made an effort to do that. We suggested some things to the United States that they could do. The Mayor did in letters to Secretary Heckler.

I think your characterization that we're doing nothing is not very accurate.

Mr. **Parris**. No, I gather we're trying to focus on the specific question of the Second Street facility, a portion of the purpose of these hearings, that's what I'm trying to get at.

At the moment, whether the Second Street facility is a panacea, whether it's better than it should be or not nearly as good as we would like, or whatever, is modestly academic, I submit. If all of the parties for some unfathomable reason on my part—if $2.7 million is not enough, how much is enough? And if you don't like $2.7 million, what do you like? How do we get off the dime?

Mr. **Malson**. I think there has been some testimony this morning, and there is going to be other. Part of the discussions that we had in the spring and early summer, there are a lot of amounts of money floating around. And for quite a while there were no plans floating around. At one point the discussion was that it might take $10 million to fix up the shelter at Second Street. I have heard recent discussions that it could be done for around $5 million or $6 million.

I don't know. I mean, the city has not undertaken a cost estimate. But it seems to me that, if there are no better alternatives—and the reason I say that, it doesn't seem to me to be a question of a physical facility; it seems to be a question of where the people will go. If the people believe that they live in Northwest Washington, even if they don't have a home, and they're not going to go anywhere else, then it seems to me those of us who are concerned about addressing the problems have to address it in Northwest.

Mr. **Parris**. Mr. Malson, I don't promote this as a serious proposal, but I just had a lady who runs an elevator in this building say to me on my way back from the floor after our last vote: "You going to the hearing in the D.C. Committee?" And I said "Yes." She's here every day and we chat. She says:

> Well, I don't understand why these people don't want to do the Second Street shelter. I think we're giving them too much; next thing they're going to want is a suite at the Hyatt Regency.

Now, this is the lady on the elevator who is, in my opinion, expressing the perception of some of the people in this city that the parties are taking an intractable attitude about trying to find a solution which may not be perfect but it is at least a step in the right direction in this problem.

Do you disagree with that? Is that an erroneous impression?

Mr. **Malson**. Our department not only runs emergency shelters, but we also run group homes for the mentally retarded. We run group homes for the mentally ill. Nobody wants these facilities next door. No one wants them very close. People want to pretend that these problems are going to go away. They're not going to go away.

We as Americans and as citizens have to take our joint responsibilities seriously and to respond to the need. While I can sympathize with the woman, the people don't want—I mean, I'm not sure she's ever been in a shelter, but I have. The people don't want rooms in the Hyatt Regency.

Mr. **Parris**. Of course not. Of course not, but——

Mr. **Malson**. So, she's wrong.

Mr. **Parris**. But why is it that she does not understand, and I don't understand, the hands-off attitude of the D.C. government in terms of the solution of the problem?

Mr. **Malson**. I'm not sure——

Mr. **Parris**. That's what I'm trying to get at.

Mr. **Malson**. Yes, sir. I'm not sure that I would agree that, given what you said she said, that her view was focused on D.C. government. Maybe she said something else. My understanding of your quote was she was talking more about the Federal Government.

But if in fact she believes that we ought to resolve the problem, I think all the witnesses today are in agreement. And I think that, while we have a number of difficulties in trying to overcome this, we also have to be very cognizant that winter is coming on; and if we don't resolve it very soon, we are going to have even more difficult problems on our hands, and none of us are going to feel very good about the consequences.

Mr. **Parris**. Thank you.

Mr. **Barnes**. Mr. Malson, I want to thank you very much for appearing. Your formal testimony, as we look through it, does include a lot of indications of what the city is doing and the commitment to try to help the people of the city. We appreciate that.

Let me just say that I hope that the city government can be a facilitator to finding solutions to the immediate problem that we have. It's a very unfortunate situation in which a lot of—as you well know. You work on this every day. I don't. A lot of people who are looking to you and me and the Mayor and others for help are in a quandary right now about what's going to happen and what the situation will be.

So, I just hope that you and the Mayor and Chairman Clarke and others in official positions in the city government can reach out to try to find the right answers here. You will certainly have the support of many of us here in the Congress if there's additional funding necessary or whatever. We want to be helpful.

Thank you again.

Mr. MALSON. Thank you, Mr. Barnes. Thank you, Mr. Parris. [Applause.]

Mr. BARNES. Our next witness is Mr. Mitchell Snyder of the Community for Creative Non-Violence. Mr. Snyder. [Applause.]

Mr. SNYDER. The only person who calls me Mitchell is my mother, and that's when she's angry with me.

Mr. BARNES. We appreciate your being here this morning and giving us your perspective on the issues that we have been discussing this morning. We look forward to hearing your testimony, Mr. Snyder.

STATEMENT OF MITCHELL SNYDER, THE COMMUNITY FOR CREATIVE NONVIOLENCE

Mr. SNYDER. I appreciate your saying that, and I appreciate the opportunity of giving people to lay before someone the facts and make some intelligent determinations as to what the heck is going on.

I have prepared a few things that I would like to share with you, and then I would like to respond to a few of the things that have been said so far.

It was a little over a year ago that 12 of us ended a 51-day fast. We stopped fasting because President Reagan publicly and in writing agreed to renovate 425 Second Street and make it a "model physical shelter." After the renovation, we had agreed to provide at no cost to the Government, I might add, the kind of medical, mental health, housing, employment, and counseling services that people need to pull their lives back together. We believed that the President would keep his word, but he didn't. If the President of the United States had lied to the bankers or the brokers or the businessmen of America, the outcry would have been deafening and the response immediate. The administration would be tripping all over itself correcting the mistake.

But it wasn't bankers or brokers or businessmen to whom the President gave his word 2 days before last year's election. It was only poor people, and the poorest of the poor at that.

What went wrong? Well, it wasn't the cost, even though initially they said that it was. No, see, it wasn't the money. What's really at stake in all of this is whether the Federal Government will play any meaningful role at all in helping millions of homeless Americans pull their lives back together, get out of the shelters and off the street. The Reagan administration believes that the Federal Government has no real role or responsibility in eliminating homelessness in America. Federal officials realize that the creation of a model shelter virtually guaranteed its replication, so they set out to scuttle the November 4 agreement even before the ink had dried.

Such a strenuous governmental response has not been prompted solely by the administration's philosophic opposition to Federal involvement in solutions to the problem of homelessness. Our very existence makes some people uncomfortable, and our presence within blocks of the White House and the Capitol greatly adds to their discomfort. Beyond that, they understand that, when poor people come together, really come together, they are very powerful.

Thus, for a number of reasons the administration wants us to disperse and to disappear.

And where do they finally want to send us? Anacostia, of course, the land of out of sight and out of mind.

The truth is that nearly everything the administration and the D.C. Coalition have said and done since June has been intentionally deceptive, misleading, dishonest, or vague. First, there was the $11 million plan. Back in August, the coalition asked the Federal Government for $11 million to buy, renovate, and operate 500 beds of shelter for 1 year. As a matter of fact, in mid-August the court filed a document with Judge Richey that said: Judge, you let us close Second Street down on August 31, because we and the coalition promise you that we can provide, quote, 780 beds of shelter for $2.7 million or less, on or before August 31, unquote.

We were somehow blamed when that plan fell through. But then almost immediately, the next proposal was announced. That was the trailer plan. You may remember it. Hundreds of people would be housed in 40 trailers scattered throughout the city for up to 6 months. When the trailer plan was announced, one brother at the shelter took me aside and said: I know what's really going to happen when they get us inside those trailers; we're going to wake up in the morning in Birmingham, AL. [Applause.]

And that's if we're lucky enough to wake up, because they've been watching those old movies about Germany. And they saw what they did to people they didn't want.

Now the Government has finalized its latest plan, the Southeast solution. Second Street will close, and the 800 to 900 men who stay there each night during the winter months will be bused to Anacostia to a 600-bed shelter. For one thing, I didn't go very far in school, but I know that you can't fit 800 or 900 men into 600 beds, nor is the Anacostia site large enough to provide safe and comfortable housing for 600 people. After all, the Anacostia site is only one-fifth the size of the Second Street shelter.

You were yesterday, Mr. Barnes, taken on a tour of the Anacostia shelter. I am told you were told there were 600 beds on display. There were not 600 beds on display. There were far fewer. I would invite you to send a staff person in to both count the number of people in our shelter at night, if you so choose, and to count those beds. The truth is that you cannot fit 600 beds into that building at all. It is not possible.

The Anacostia plan, astoundingly, didn't even mention the hundred or so women who nightly stay at Second Street. The U.S. Court of Appeals noticed this minor oversight as well. The court gave the Government until October 8 to explain where the women would go if Second Street were to close.

On October 7, like fish out of water, flipping and flopping around, the coalition bought two row houses on Florida Avenue and leased a third building on T Street. Now there are three buildings for women, but no money to operate them and no staff to run them.

In Anacostia the situation is only a little better. For up to 30 days the Government will provide doctors, nurses, and counselors. For up to 30 days there will be buses and people to drive them, for up to 30 days. That's what the Government told the Court of Appeals and that's what it says in the contract with the coalition. What happens after 30 days? Where will the money come from to operate and staff this shelter?

The truth is that it won't come from anywhere. You see, all of the money that the Government has given the coalition is for the long-term plan. And the long-term plan for the men is as bad as the short-range plan for the men. By now it should be evident that there is simply isn't enough money either to buy and renovate four 150-bed shelters for men to replace 1900 Anacostia Drive or to operate them for the first year. Where would the funds come from the second year, for the third year?

Here's the administration's real plan. First they will close Second Street and quickly tear it down. The land will be sold to the Hyatt Regency Hotel for between $18 million to $20 million. For a few weeks the buses will run, and there will be services and people to staff them, for a few weeks. Initially a few hundred people will come in, maybe. Within a month, just at the beginning of the winter, the Government will pull out, as will the buses and the services and the staff. By February or March only a handful of people will be coming in.

Then it will be said that most of the people who stayed at the Second Street shelter either were mainstreamed—only, we've never found that stream, never found a place to put our friends that the Federal Government seems to think exists but which generally exists only in their minds. Or, in traditional fashion, they'll probably say that they weren't really homeless after all; they were just trying to beat the high cost of housing in the District of Columbia.

God only knows what will become of the women. If it has its way, the administration will breathe a sigh of relief on April 30, for the Federal Government will be out of the shelter business. The administration will have made very sure that no one will ever again be stupid enough to ask for its help. If the Second Street shelter closes, most of the people who use it would immediately be back out on the street, virtually guaranteeing that this winter there will be more pain and suffering. There will be more pneumonia, more frostbite and gangrene. There will be more exposure-related injuries and illnesses of every kind. And of course, there will be more needless deaths.

By April 30, at the latest, all of the former residents of Second Street will again be homeless. It remains the case that the only reasonable and rational way to get the residents of 425 Second Street through the winter in relative safety and meet their long-term needs is to make the necessary emergency repairs to the Second Street shelter that will allow it to get through this winter and then to order the renovation promised by President Reagan and Secretary Heckler on November 4, 1984.

Human lives, already downtrodden and vulnerable, ride on the outcome of this debate. Only responsible answers and actions are called for. Lives depend on it. Yet, from where we stand, we see only the absence of compassion or any semblance of human kindness and concern on the part of this administration. From where we stand and from what we have seen, this administration reminds us of nothing so much as a school of piranha, circling the victims:

the poor, the elderly, the unemployed, and the disabled, waiting to tear the last ounce of flesh.

What is, of course, most ironic is that this is the administration that twice rode to election victories on a platform and promise of opposition to just this kind of bureaucratic wastefulness and the support of poverty pimping.

Now, I got to tell you, I'm distressed. I mean that. I'm distressed by the absence of honesty and integrity in virtually every high-ranking Government official that we have encountered. I had to leave this room halfway through the testimony of Mr. Haddow, because I preferred to throw up in a bathroom rather than on his back. I was so sickened by listening to a high-ranking, high-paid Government official representing my people, these people, saying virtually nothing honest or true that I became physically ill.

I am distressed by a President who'd rather pose and posture and play public relations than make peace. I am deeply distressed by selfishness, greed and bigotry, and self-centeredness that have become the benchmarks of our American political life. And I am deeply distressed by a President who lied to the poorest of the poor, who surrounds himself with people who disrespect the truth and the integrity of the presidency and this Nation. Because you see, my friends, that is not my America, and that is not the America, because America is timeless and ageless and eternal, and it's also undiscovered. And what's undiscovered is our freedom and our democracy and justice and equality, and all of those nice words that we have thrown around for so many years. And we are in danger, dear friends, of losing that dream forever.

We have become a narrow, mean-spirited, self-centered Nation appealing to the worst that's in each of us instead of the best.

I am still naive and innocent enough, in spite of all I've seen in this world and in this town, to believe certain things. Do you know that, after all I've said and seen, when I come here, the first thing I think about is Mr. Smith. Remember Mr. Smith who came to Washington? He stood in opposition to everyone. Why? Because he believed in right and true. And what happened? He won. I was raised on that. I took that stuff seriously. And I hope other people did, too. And because of that, I have no choice but to come in here and demand that this administration keep its word, stop lying to virtually everyone in sight, stop twisting the truth, stop trying to destroy poor people simply because they're philosophically opposed to Federal involvement in their salvation.

Specifically, there was no mention of temporary shelters. The President of the United States made a commitment to create shelter that would be used as long as there was a critical need. I know of no sane person who can predict with any degree of certainty that within 3 to 5 or 2 to 5 or 7 to 5 or 8 to 10, or any number of years, that homelessness in the Nation's Capital or in America will not be a critical emergency. Even the Federal Government admits that every year the numbers go up. They admit to 10 percent per year since they came into office. It's an increase of 50 percent now. And no one claims it's going down.

No, they promised to give us a facility that we could use that would be solid, manageable, and maintainable, nothing luxurious, within which we could provide a full range of services.

What is so aggravating is that months and months ago we sat down with administration officials, and we explained how we had talked to university presidents, heads of hospitals, heads of organizations, professional organizations; everybody was making commitments to bring in services: medical, mental health, dental, job counseling, the full range.

And Mr. Haddow sits here and says: shame on CCNV. They don't want to spend Government money to do it. Isn't that amazing? A man who represents the President of the United States, sitting here, saying that we are doing something wrong because we don't want to slurp at the public trough, and we don't.

We believe that the Federal Government has a responsibility to provide a physical plant within which everybody else can do the real work. That's the model that we asked to create. That's the model that they offered to create. That's what they did. What they did in reality is to break their word. So, all we've ever asked is that they keep their word and that they allow that model to spread, because that's the nature of a model. They have not. Lives are threatened. The truth has been trampeled on. A lot of people are confused. And a lot of folks are either going to live or die this winter based on how all of this is resolved.

We pray that it's resolved in a good way. We know that we have bigger weapons than they do, and they're not bombs and explosives and bullets. We got God. And we've been telling them for months they can have their bombs, their bullets and their explosives; what we got makes all of that look like pea shooters. We always have, and there's always been the outcasts and the untouchables and the people in this world that no one else wanted to see or touch or smell that God has rested most closely with. So, that's why ultimately we will prevail, as will the truth. This administration, I pray, will be flushed out of this city like the kind of trash that it is, based on what I have seen personally, my experiences. I am disgusted by the absolute immoral, amoral, vicious, unconcerned attitude that for months and years now I have had to wade through. I hope, I pray that soon in whatever way it will come to an end.

I have nothing else to add. [Applause.]

[The prepared statement of Mitchell Snyder follows:]

Prepared Statement of Mitchell Snyder of the Communitty for Creative Non-Violence

THE SECOND STREET SHELTER

The Community for Creative Non-Violence (CCNV) began in late 1970.

Initially, we came together out of our opposition to the war in Southeast Asia, but we quickly came to understand that there was a domestic counterpart to the violence of Vietnam. For us, it was manifested most clearly by the fact that, within blocks of the White and the Capitol, people were going to bed hungry at night. There were even some who had no bed to go to.

In 1972 we opened a soup kitchen seven blocks from the White House. During that first year, we served a hot meal to a couple of hundred people a day.

We quickly learned that the person who comes in for a bowl of soup is also someone who often lacks the other necessities and sustainers of life.

Today, we operate:

a) a 17-bed medical infirmary and hospitality house for recuperating homeless people;

b) a free food store serving hundreds of elderly and unemployed people with donated meat and fish, bread and fresh produce five days a week;

c) free clothing distribution centers for homeless men and women;

d) a 100-bed emergency shelter for homeless women and children, and an 800-bed emergency shelter for homeless men;

e) a soup kitchen for women that serves dinner seven nights a week;

f) a soup kitchen for families and single men that serves dinner five evenings a week.

CCNV, in five separate locations, currently provides food, shelter, medical care, and clothing, to 1500-2000 poor and homeless people daily.

We are essentially a religious community, although religious belief is not a prerequisite for membership. We are non-hierarchical, and our decisions are made consensually. There are about 50 of us in the community. We are all volunteers. No one in CCNV is paid a salary.

We receive no government funds and very few foundation grants. Since we are a religious community, and not a corporation, we rely on faith, basic human decency, and small donations for security. Our budget now is about $200,000 a year.

* * * *

On December 23, 1983, we reached an agreement with the U.S. Department of Health and Human Services Administration (HHS), for the use of the General Services Administration (GSA)-owned Federal City College building at 425 Second Street, NW, as an emergency shelter for the homeless.

HHS granted to the District of Columbia a license to operate the building, and on December 27, 1983, the District of Columbia assigned its license to CCNV for $1. The District simply served as a "pass-through" agency. The license expired on March 31, 1984.

The building opened as a shelter on January 15, 1984, amidst a great deal of pomp and publicity.

Among those in attendance on January 15 were HHS Secretary Margaret Heckler and then-White House Chief of Staff James Baker.

On March 30, 1984, at CCNV's "request", President Reagan suspended the sale of the building by GSA in progress at that time and authorized the building's continued use as a shelter. But he did not order the shelter renovated as we asked him to.

On July 27, 1984, we wrote the President and asked that he order the renovation of the Second Street shelter.

On August 14, Dr. Harvey Vieth, Chairman of the Federal Interagency Task Force on Homelessness, wrote to us in response to our letter to the President, refusing to renovate the building.

On September 15, twelve CCNV members began an open-ended fast.

Mitch Snyder was bed-ridden in the fiftieth day of the fast (November 3) when HHS Secretary Margaret Heckler called and spoke to him.

She said that she was calling from the White House.

She said that the President was very concerned, and that he had called her and asked her to try and resolve the problem.

A series of calls took place between Snyder and the White House, between the time of Secretary Heckler's first call, early on the evening of November 3, to the final call at about 2 am on the morning of November 4.

On November 4, Secretary Heckler announced that President Reagan had ordered the renovation of 425 Second Street, and the creation of a "model shelter."

The three-page statement released by the Secretary on November 4 reflected the fruit of negotiations conducted during the previous 24 hours between Snyder/CCNV and federal officials.

The Secretary's written statement was brought to Snyder's bedside at about noon on Sunday, November 4, by Harvey Vieth, Chairman of the Task Force, and C. McClain Haddow, now HHS Chief of Staff.

The agreement did not specify single-person cubicles, although we had agreed on that in earlier discussions.

There was agreement that we had, in fact, already agreed on the cubicles.

Mr. Haddow suggested that we agree orally, and not wait for the statement to be rewritten, retransmitted, and reapproved, since that would take many hours. We agreed.

Mr. Haddow left the room to phone Secretary Heckler at the Boston Airport to confirm our oral agreement on the single-person cubicles.

Mr. Haddow returned and said the Secretary, too, agreed.

Mr. Haddow and Mr. Vieth now deny that this ever occured, even though it was witnessed by a number of people.

After a final accord had been reached, Mr. Haddow called Secretary Heckler again at the airport.

The Secretary then called Snyder and confirmed the agreement.

Snyder was immediately taken by ambulance to Howard University Hospital where he was placed in the intensive care unit.

Of the twelve who were fasting, two were taking water-only, and only one of the two, Mitch Snyder, was in immediate danger.

The statement released by Secretary Heckler on November 4 said in part:

"The Federal Government will rehabilitate the structure (at Second and D Streets, NW), to create a model physical shelter to house the homeless in the District of Columbia to be used as long as a critical need exists, with special attention to preserving the dignity of the homeless through the following:

1) Adequate locker facilities for securing the personal belongings of those utilizing the shelter:
2) Provision of adequate shelter space for separate men's and women's quarters:
3) Adequate kitchen facilities for food preparation:
4) Laundry room facility:
5) Emergency first aid stations:
6) Consultation rooms for social service providers: and
7) Adequate fire prevention sprinkler system."

We had also asked that a laboratory be installed near the first aid station. This would be a small lab, like the one that we installed in our own medical clinic a few years ago, at a cost of a few thousand dollars.

But federal officials asked that we and not they deal with the lab.

We agreed.

We also agreed that Conrad Levenson, Professor of Architecture at City College of New York (CCNV), would do the design work. He is CCNV's chief architect.

* * * *

We and our architects spent the next four months developing a design, based on the Secretary's November 4 statement.

Since Professor Levenson would be working for the Federal Task Force, as well as for us, and since Harvey Vieth claimed that the Task Force did not have money for architectural work, and since the funds for renovation had not yet been identified, Dr. Vieth agreed to support Professor Levenson in his efforts to raise funds for the work.

In December, 1984, Professor Levenson obtained a $17,500 emergency grant from the National Endowment for the Arts to cover the cost of design development.

Thousands of dollars and thousands of hours of work went into the creation of a project design.

The final plans were publicly displayed on January 31, 1985.

Officials from the Federal Task Force attended the unveiling; we later delivered a set of drawings to them.

In developing the design and delivering the completed plans to the Task Force, we had done our part.

* * * *

On March 1, 1985, Snyder and other CCNV members and architects met with GSA and HHS officials.

At that meeting it was agreed that GSA would:

a) estimate the cost of renovation, based on our design;

b) locate a private construction company large enough to do a job of this magnitude since it was agreed by all concerned that it was much too large a job for GSA to do;

c) get information on fabricating the cubicles; and

d) determine where the money would come from to pay for this work.

We were told that GSA would report back with the information within a week or two.

Days turned into weeks, and weeks turned into months as federal officials dragged their feet.

We waited. And waited. And waited.

We made repeated calls to the Task Force. Our concern was mounting, and we shared that fact with Mr. Vieth and began to express it publicly. Finally, a meeting was set for May 21.

We still had received no information from GSA.

At the May 21 meeting, GSA and the Task Force announced for the first time that they had a different plan and design - different from ours, that is - but that they had not brought anything in writing to the meeting: no plans, and no estimate of renovation costs associated with their design or ours.

It was still not known and/or acknowledged where the money was coming from to pay for this work.

It was agreed that GSA would get plans and estimates to us by Friday afternoon, May 24.

Once we had a chance to see precisely what federal officials were proposing, and to discuss it with our architects, we and federal officals would meet again on May 31.

When CCNV members, plus our attorney, and our architect met again with federal officials on May 31 (the day before half the shelter was scheduled to close, so renovation could begin), we were told that the work would be done by GSA "green shirts," and not by a private construction company.

There were no plans, no drawings, no details, no figures. There was nothing at all that we could look at. Nor would there be, we were told.

We had submitted our design to the Task Force more than three months before as requested, and we were still waiting for a cost estimate! Yet, we had to interrupt the May 31 meeting a number of times demanding an answer, before GSA reluctantly asserted that it would cost $10 million to do the renovation based on our design.

But we were told that instead of $10 million, less than $5 million worth of work would be done. How much less? GSA wouldn't say. It might be $3 or $4 million worth of work. Or it could be as little as $2 million or $3 million.

GSA wanted to begin the work in three days, on June 3.

"Trust us," federal officials told us when we demanded to see exactly what GSA intended to do.

But given the past months' experiences, we did not trust the federal officials with whom we had been working. We had been given no reason to.

In spite of the absence of any written materials, it became very clear to all of us who were at the May 31 meeting that GSA intended to patch and repair the shelter - not renovate it. GSA officials knew full well that the moment the work was done, the building would begin to fall apart and require immediate, constant, and costly repairs.

At the May 31 meeting, GSA made clear that it would:

a) patch the roof instead of replace it;

b) paint the rotting window frames instead of replacing them; and

c) put services and functions where it would be cheapest and easiest to put them instead of where they need to go.

It became increasingly obvious that federal officials were only willing to do the minimum amount of work necessary to keep the shelter limping along for a year or two.

Given that the federal government would have no ongoing commitment to, or involvement in, the maintenance of the building, we could not assume responsibility for it in that kind of condition.

Nor should we have to.

A patch-job guaranteed to fail is not how you fulfill a publicly made Presidential commitment for the creation of a national model.

Nor are we interested in an ongoing relationship with GSA - if one were offered.

We simply cannot allow ourselves to be put in a position of dependency on GSA for building maintenance.

The work that we have seen GSA do at the Second Street shelter over the past year and a half has been unreliable, undependable, and inadequate.

There have, in fact, been numerous times when we had to hire private contractors because GSA would not or could not respond adequate or quickly enough.

The Administration says that it negotiated in good faith until May when we upped the ante - increasing our demands since November 4.

For instance, it was reported in the June 22 Washington Post, "Vieth blamed Snyder's 'intransigence' for the failed partnership with CCNV..."

The Administration decided that they would present us with a deal they knew we couldn't accept.

That's why HHS was looking for someone to replace us months ago. They knew what was coming even if we didn't.

We were very naive. It just didn't occur to us - until it was a fait accompli: - that people would fiddle with, let alone violate, a Presidential promise.

Publicly, the Administration would be as vague as possible, leaving plenty of room to alter and shift their position if it became necessary.

But they would be specific enough with us to make certain that we couldn't possibly accept their offer. To accept would, in fact, have been unreasonable and irresponsible, since we would have been left with an unmaintainable and unmanageable building.

The Administration tried to make it look as though we were being extravagant and unreasonable in our "demands".

Our "demand" has, in fact, been that the Administration honor the President's November 4 promise.

* * * * *

Federal officials also engaged in innuendo, personal attacks, and character assassination in an effort to discredit us, and to focus attention anywhere and everywhere except on issues of substance. They continue to do so.

For example, on June 22 it was reported in the Washington Post that:

"For months government officials and other shelter operators have questioned Snyder's assertions that more than 700 persons sleep in the rat-infested 40-year-old building..."

On the following day the New York Times reported that:

"Mr. Snyder said it (the Second Street shelter) is now housing 650 to 750 people a night, but the government contends the correct figure is much lower."

On October 24, the government submitted to U.S. District Court Judge Charles R. Richey two declarations from "shelter operators and advocates" claiming that they had personally counted only 200-250 men in the Second Street shelter. The two declarants, it was later discovered, did not operate a shelter. They are, in fact, alcoholic street people from Seattle. At least one of them is known as a "con man", who "likes to get on television", and "be in the middle of a controversy."

On many occasions, federal officials have made these and other baseless accusations.

* * * *

It's easy to see the process of misinformation at work by looking at the changes in the Administration's position.

For instance, during the May "negotiations," we were portrayed by federal officials as obstructive, excessive, and unreasonable.

The truth is that it was federal officials who were obstructive and unreasonable.

The government was in possession of our plans for the design of the shelter for more than three months before, on May 21, we were told for the first time that they didn't like our design.

"Why?" we asked.

"Too expensive," they said.

They said that they had a plan. It would cost less.

"Less than what?" we asked.

"Less than five million," they said.

"How much less?" we asked.

They couldn't or wouldn't say.

We asked to see their plans.

"No," they said.

"Why not?" we asked.

"There aren't any plans," they answered!

On June 6, we wrote Secretary Heckler and asked that HHS:

"...immediately provide the written material which describes the work to be performed to make 425 Second Street into a model shelter... As must be obvious these are essential in order for us, and everyone else who is interested, to know what you propose to do..."

We explained to the Secretary that:

"There were no plans. No drawings. No details. No figures. There was nothing at all that we could look at. No would there be (we had been told)."

On June 7, the Washington Post reported that "Snyder repeated his demand that the government produce architectural renderings of its proposed renovation of the facility."

"Snyder said", the Post article continued, "that he wants the government to put its plans on paper so that he could see if it is living up to the 'physical model shelter' promised in a statement by Heckler last fall."

* * * *

The government had no real intention or expectation of starting work on the shelter on June 3.

Federal officials thought that they would never have to produce anything on paper because they knew that we couldn't possibly let GSA do the work it proposed doing on the shelter.

The Administration knew that neither we nor anyone else of even minimal sanity would be willing to accept full financial responsibility for the unmanageable mess that GSA would leave in its wake.

That's why GSA had no plans prepared until June 5 - two days after the work was "scheduled" to have begun.

* * * *

After a great deal of pressure had been brought to bear on the Administration to produce a design, we first saw the government's "plan" on June 7.

What the government proposed was totally inadequate and unacceptable. In fact, it was ridiculous.

This is how Benjamin Forgey, the Washington Post architectural writer described the government's design in his June 29 "Cityscape" column;

> "...the Administration's so-called plan for the shelter - three sheets of paper showing the most minimal disposition of various functions - is as stupid and brutish as the CCNV documents are intelligent and humane."

Again on June 11, we and our architect and attorneys met with GSA and HHS officials to discuss the government's "plan". Mr. Whitlock of GSA explained to us GSA's proposal for the basement and the first two floors. He looked rather embarassed, because GSA had neglected to include a third floor plan. Officials had forgotten that we had a third floor and that half of it was in use! He explained that while there were no GSA drawings for the third floor, the government would paint half of the third floor and demolish the other half.

Whitlock further explained that GSA intended to remove all existing partitions and add no new ones, leaving 200-250 men or women to sleep in each of four huge open spaces. A model alright, but one straight out of the sixteenth century.

Professor Levenson pointed out that GSA had violated a fundamental rule of shelter (and prison) operation: the absolute necessity of complete and total separation of men and women. GSA's design called for common doorways, hallways, and dining rooms for the men and women!

Federal officials told us enough about their intentions at the May 31 and June 11 meetings to make clear that we couldn't possibly accept responsibility for the building in the kind of condition in which GSA would convey it to us.

As a matter of fact, as early as November 5, 1984, federal official George Siguler, at a meeting to discuss the shelter agreement, made clear the government's position;

> "Siguler: It is more of a fixing up job than a total renovation of (the) building."

Architects and engineers told us that the building would quickly disinetgrate if GSA were allowed to do the kind of work it had proposed to do.

* * * *

Publicly, the government was intentionally vague about its plans for the building. But the government was more than specific enough to make it clear that its real intent was to get the Administration out of its November 4 commitment and us out of the shelter.

Royce Lamberth, Chief of the Civil Division for the U.S. Attorney's Office, succinctly summed up the Administration's position in the June 25 Washington Post, when he stated: " 'The federal government is determined that shelter is going to be closed.' "

* * * *

On June 7, the Washington Times reported that:

"Last Friday the Federal Task Force on the Homeless rejected Mr. Snyder's proposal - which would involve about $10 million - in favor of a plan that would cost up to $5 million."

On June 5, the Washington Post also reported that

"...the federal government plans to spend up to $5 million as promised to make necessary repairs."

It was a recurrent theme.

On June 12, the Washington Times again reported that

"...the government last week rejected an architect's plan - which would cost up to $10 million - in favor of one that would cost less than $5 million."

The Washington Post also reported that on June 12

"Federal officials have said they are willing to spend up to $5 million."

On July 8, Newsweek reported that

"...the Reagan Administration agreed to appropriate $5 million to repair the squalid 1,000 bed shelter."

All of the elements in the government's explanation of cost were neatly tied together in an article that appeared in the June 14 Philadelphia Inquirer:

"President Reagan, reached aboard the Air Force One, authorized the expenditure of up to $5 million (to renovate the shelter).

"...the government, in turn, says that what Snyder is demanding would cost twice as much as called for in the agreement.

> "although the agreement reached November 4 called for up to $5 million for renovation, the group now agrees that what it wants might cost up to $10 million."

A few facts bear repeating.

First of all, there is no mention of cost in the President's November 4 statement!

There was no agreement that GSA would do up to $5 million worth of work!

After November 4, everyone agreed that we would have to develop the project design before we could estimate its cost.

And we still aren't sure what our design would really cost. On May 31, federal officials told us that Professor Levenson's plan would cost $10 million. But, once again, they refused to provide us with anything concrete, such as a written breakdown of the estimate.

It now appears that the "$10 million" figure was a fabrication, used to promote a confrontation between CCNV and the Administration, and reinforce the idea that we had upped the ante. A local builder, All Phase Construction Company, recently submitted a guaranteed bid to create our design for the shelter for $6 million!

* * * *

For more than three weeks after the May 21 meeting, HHS would only say that it intended to spend "up to $5 million" on renovating the shelter. It wasn't until June 14 that the Washington Post revealed that HHS was only willing to spend $2.7 million.

Federal officials fully exploited the impression that they were offering to do $5 million worth of work.

Yet, we knew on May 21 that HHS didn't intend to spend $5 million because the patch job it was proposing wouldn't cost anywhere near that much.

And after sorting through the mound of papers the government delivered to us in pre-trial discovery, we learned that HHS had had the $2.7 million estimate in hand since November 16, 1984!

The government documents further revealed that GSA had completed its "estimate" of our design by March 21!

Federal officials withheld all of that information from us until June!

* * * *

It is only necessary to look at published accounts that immediately followed the November 4 agreement to see how the Administration changed and manipulated its position - and the situation.

On November 5, 1984, the N.Y. Times reported that "Mr. Vieth said he did not know the cost of the promised improvements..."

The Chicago Sun Times reported on November 5 that Larry Speakes had commented, "No money figure was mentioned."

The Arkansas Gazette of November 5 also quoted Speakes on the question of cost, " 'The President wants to do something for the homeless,' speakes said. No money figure was mentioned."

The Kansas City Times on November 5 reported that:

"Mrs. Del Real (a deputy assistant Secretary of HHS) said the Administration did not commit itself to provide any specific amount.

" 'We have not discussed money,' she said. 'We have just said we would physically get the shelter in shape.' "

In truth, Professor Levenson's design for the shelter was simply a reflection of the parameters set by the President's November 4 statement, and subsequent meetings and discussions with Vieth and other federal officials.

Throughout the design process, which went on for months, federal officials were consulted and concurred with at every step of the way.

In fact, it was the government that, "changed the rules in the middle of the game."

* * * *

All we have asked is that the Administration do what it promised to do, publicly and in writing, on November 4, 1984.

Yet, in their public pronouncements, federal officials accuse us of making excessive demands, and of demanding luxuries.

The Administration has, in fact, been quite successful in disseminating and maintaining this illusion.

For instance, June 26 the Washington Post editorialized that:

> "Federal officials agreed to provide $2.7 million to create four huge, 200-bed dormitories and some services for the homeless. But they were not willing to pay the kind of money it would take to create a model shelter of any kind. Again, there seemed to be little interest in compromising."

The Washington Post had concluded that:

a) we had no right or reason to expect the Administration to do what it publicly promised to do; and

b) we should be willing to compromise, the Post says, even though every item of work mentioned in the editorial was included in the November 4 agreement!

On June 25, the N.Y. Times reported that, according to HHS Chief of Staff C. McClain Haddow, CCNV was the cause of the breakdown in negotiations because "Mr. Snyder demanded that the building be outfitted with a new roof, a restaurant quality kitchen, an infirmary and other facilities for 800 people..."

Yet, according to the June 1 Washington Post, Vieth acknowledged that among the "major improvements" that the Administration intended to make were the building of "a kitchen and a laundry room in the basement."

Many months ago, as a matter of fact, the Task Force arranged for GSA to pick up and move into storage for us - in space provided by Giant Foods - "retaurant-style" kitchen equipment donated to the shelter by the then about-to-close K Street Sholl's Cafeteria. The equipment includes commercial "pizza" style ovens.

In President Reagan's November 4 statement, one of the seven listed items of work to be done is the creation of "adequate kitchen facilities." Obviously, you don't prepare and cook food for 800 to 1000 people a day in an 8' by 12' kitchen, or on a four-burner stove.

We can only add that we don't know of any shelter, model or not, that functions without a roof.

* * * *

On June 6, we received a letter from HHS Undersecretary Charles Baker.

Mr. Baker acknowledged:

"You state quite correctly that this Administration made a commitment last November for major work on the shelter. That commitment was agreed to by all concerned at that time including you and our Chief of Staff, Mac Haddow. The specific items of work - seven in number - were well understood then and are well understood now."

Since late May, the government repeatedly states that HHS agreed "to accomplish only the seven specific items of repair and renovation."

The government usually adds that "The Department made no commitment to accomplish any renovations other than those listed in that statement."

The government repeatedly refers to "seven" planned categories of items, "seven" items listed, "seven" this and "seven" that, as though that was the commitment made by the President on November 4.

But it wasn't.

Obviously, other work, such as plumbing, heating, roofing, electrical and structural repairs would have to be done if only to make possible the "seven listed items of repair and renovation," called for in the President's November 4 statement. New sally port doors have already been installed at the shelter. New bathrooms and showers and a new plumbing system have been promised by HHS. Yet none of these are among the seven listed items.

The seven listed items of work are, in fact, simply a partial delineation of the Administration's November 4 commitment.

It is the first part of the paragraph on page three of the November 4 statement that determines the extent and the quality of the work to be done on the shelter:

> "The Federal Government will rehabilitate the structure (at Second Street) to create a model physical shelter to house the homeless in the District of Columbia to be used as long as a critical need exists, with special attention to preserving (the) dignity of the homeless through the following..." The list of seven items follows.

* * * *

Changes in the Administration's position were very obvious in the question of the duration of our use of the Second Street building as a shelter.

On November 4, the Administration announced that the shelter would be used "as long as a critical need exists."

As late as June 5, in a Washington Post interview Harvey Vieth said that the shelter was not intended to be a "permanent institution" - but grudgingly acknowledged that the rehabilitation would need to last for "five or ten years."

Yet in a March 21 letter to Vieth from GSA Regional Administrator William Madison, Madison explains to Vieth what the proposed $2.7 million repair job would accomplish:

> "This enhancement would provide a further increase in the degree of improvements and provide a usable facility for (up to) 3 to 5 years."

The "further increase" that Madison refers to is over another GSA plan, a $1.55 million repair job that would allow use of the building for 1 to 3 years.

Madison continued, "Accordingly there are three cost estimates at this time, ranging from interim ($1.55 million) to permanent long term restoration ($10 million)."

Contrast the above with the following:

In preparation for media inquiries in response to the November 4 agreement, Task Force staffer Marshall Boarman prepared a list of six probable questions and answers for Mr. Vieth.

Vieth's media prep sheet contained the following:

"1. What does the President's decision mean?

Answer: It means that the U.D.C. building, which has been serving up to now as temporary shelter for the homeless, will become a permanent shelter... The conversion of the building from temporary to permanent shelter means more money will have to be spent to upgrade the building than was originally envisioned."

"The President was briefed on the D.C. situation and gave us authority to in fact use the present facility as a permanent shelter."

Now look at how history has been rewritten!

On June 14, for instance, the Philadelphia Inquirer reported that:

> "(Chief of Staff Haddow) said that the shelter should only be kept open temporarily until a network of smaller community-based facilities could be made available through the District of Columbia government and that the renovation plans were based on that presmption."

What network of smaller shelters? There was no mention of that in the November 4 agreement, or since.

In the June 22 Washington Post Vieth says that "the building at 425 Second Street, must be closed because it is 'uninhabitable' and 'too large to ensure humane treatment for the homeless.' "

The Times article went on to report that:

> "(Haddow) said Friday might that the group, the Community for Creative Non-Violence, had insisted on making the shelter large (sic) and permanent while the government believed it should be a temporary facility for use until the smaller centers could be developed."

Again, what smaller shelters?

In truth, the smaller shelters, just like the community-based facilities for deinstitutionalized mental patients exist only in the minds of government bureaucrats.

* * * *

On June 12, the Washington Times reported that "Vieth believed women should not be allowed to live in such a large, predominantly male shelter."

We agree with Mr. Vieth.

That's why we asked him for a separate site for the women, both before and after the November 4 agreement. Vieth refused, saying that it would be too expensive to renovate two buildings instead of one.

* * * *

Vieth and other federal officials have repeatedly made derogatory references to our "loose style" of operation.

They claim that we run a shelter without rules.

They say it is a poorly managed and unsafe place.

That simply isn't true.

We have rules, just like other shelters.

And we enforce those rules.

More than forty men and women are permanently banned from our shelter because they are dangerous and uncontrollable.

The difference between Second Street and some other shelters is not in the absence or existence of rules and regulations, but in how those rules and regulations are enforced.

We keep the peace and maintain order by loving people. We manifest that love by treating people who use the shelter with dignity and respect. We show them respect by offering them the opportunity and the obligation to exercise responsibility and take control of their own environment.

Nearly all of the live-in staff of 35 who operate and maintain the shelter initially came in as guests. They are responsible and capable people. Many are skilled. They are augmented by volunteers from the wider community.

The Second Street shelter is one of the safest, quietest, and best-run facilities in the nation.

Federal officials might discover that fact, if they pay us a visit.

But *no* member of the Administration, no federal official, has *ever* entered and observed the Second Street shelter at night while it is in operation.

* * * *

In an October 5, 1984, Washington *Post* editorial entitled "Army 7, Homeless 1," the *Post* berated the Pentagon for "making off with" $7.1 million out of $8 million appropriated by the House Appropriations Committee for use in "converting unused military buildings into shelters for homeless people."

On October 3, 1984, this abuse was first exposed in Congressional testimony. The Secretary of Defense announced that he was transferring control of those funds to civilian control within the Pentagon. He would replace the $7.1 million that the military had misappropriated *if* it was needed to repair or renovate Department of Defense owned buildings for use as emergency shelters for the homeless.

Only a short time before the October 3 Congressional hearing, almost it seemed, in anticipation of the upcoming hearing, the Administration transferred ownership of a building in Philadelphia from GSA to DoD, and authorized use of most of the $900,000 in DoD funds that *were* spent or authorized - as intended by Congress.

We thought that the work on the Second Street shelter would be paid for, in whole or in part, with those DoD funds.

Actually, we were surprised that the Administration didn't quickly transfer the building from GSA to DoD, just like they had done in Philadelphia only a short time before.

In fact, Claire del Real, identified in a November 5, 1984 Los Angeles *Times* article as "deputy assistant secretary of health and human services who took part in the negotiations," stated that "no cost estimates were yet available for the work, *which will be done under the supervision of the Defense Department*."

It was, in fact, a sign of the government's bad faith that the source of the renovation funds were *not* identified in early 1985, nor even in late winter, for that matter.

In a March 14, 1985 memorandum from HHS Undersecretary Charles Baker to Joseph Wright, Deputy Director of the Office of Management and Budget (OMB), Baker states that, "I do not believe we can proceed any further with negotiations with the District until the source and availability of funding has been established."

The following month, in an April 19, 1985 "Memorandum for the Undersecretary," from Harvey Vieth, Vieth reiterated that, "A source of funding will be necessary for a work order to be issued.."

As late as May 22, 1985, in notes taken during a meeting between GSA and HHS, it was stated that "Renovation funding ($2.7 million) needed ASAP so arrangements can be finalized."

* * * *

Beginning in early 1985 the Administration has tried to dump the residents of 425 Second Street in the Mayor's lap. The Administration's campaign escalated and went public in June.

In a declaration filed in federal court, the government claimed that:

"At the time that HHS decided to facilitate the operation of the building as a shelter it understood that the District of Columbia government could and would be involved in the operation of a shelter at the building... This continued to be the HHS assumption at all times, including at the time HHS agreed that Federal renovation and repair of the building would take place."

These statements are ridiculous.

From the outset, District officials made it very clear that they were totally unwilling to become involved in operating or maintaining or funding the Second Street shelter.

Secretary Heckler's November 4 statement calls on the District of Columbia, almost plaintively, to do what it has staunchly refused to do, and that is to become involved in the operation, maintenance, and/or funding of the Second Street shelter.

The Secretary called on Mayor Barry to "join in partnership with the Federal Government by providing social services in the District of Columbia shelter (at Second Street) to help these fragile citizens of his city."

From the outset, the city has expressed a willingness to provide social services at the Second Street shelter, after it is renovated.

The federal government offered the District $2.7 million to create 800 additional beds. Given that it would, by it's own figures, cost the government more than $8 million a year to do what we do, it's not surprising that the Mayor has refused to accept the "generous" offer.

The Mayor is deeply concerned that what the Administration really has in mind is for the District of Columbia to bail it out.

* * * *

We fought for the renovation of the building and the creation of a "model shelter" because we long ago learned that it is necessary to create an environment which reinforces a person's sense of value and self-worth, if there is to be a real chance for them to pull their lives back together.

Once the physical environment is in order, there is a clear need to centralize services where the homeless are, if we are to deal with the whole person.

And it is not only the city that has expressed a willingness to bring services into the Second Street shelter. We have met with local university presidents, directors of nursing schools, mental health professionals, business people, and leaders of professional associations.

Virtually without exception, they are anxious to work with us to build the kind of national model of concern, cooperation, and respectful use of resources that is both possible and desperately needed.

Within the remodeled shelter, there is to be a comprehensive array of resources and services that will enable those who are capable of living independently to do so. It will allow the long-term disabled to live with dignity until other living arrangements, such as smaller community-based facilities, can either be found or created for them.

It will be the first time that homeless people can find everything they need under one roof.

It will be the most comprehensive shelter in the country, at no ongoing cost to the government.

The renovated facility will provide the following services:

a) a medical clinic

b) a 25-bed infirmary

c) a dental clinic

d) mental health counseling

e) benefits and housing counseling

f) a non-profit employment agency

g) continuing adult education and literacy classes

h) drug and alcohol abuse counseling

i) a legal clinic

The Second Street shelter was and is to be a Presidentially-ordered national model, a sign and a symbol of progress and possibility for everyone in America struggling against impossible odds to provide "a room at the inn," and hope for the huge and growing number of homeless Americans who languish on our streets - eating out of trash bins and sleeping on heating grates.

When the Second Street shelter is renovated, it will be a model, providing a process and an approach that easily lends itself to replication.

* * * *

On June 17, 1985, we and the homeless filed suit in Federal Court, asking that the Administration be ordered to do what it had promised to do on November 4.

On June 21, the government served us with a notice of eviction. We were to be out of the building by July 10.

The legal case we brought (Robbins v. Reagan) was decided by U.S. District Court Judge Charles R. Richey. Judge Richey ruled that the government had made a binding commitment, but that that commitment would be fulfilled if suitable and adequate bed-for-bed replacements could be found for the residents of Second Street.

Judge Richey denied our request for an injunction pending appeal, after the government assured him in a sworn declaration that:

"In total our most recent discussions with D.C. officials and the (D.C.) Coalition (for the Homeless) have indicated tentatively that, with financial assistance from the Department of up to $2.7 million, at least 780 additional beds could immediately be made available for the homeless in the District of Columbia. We are continuing to discuss additional possible sites with a view toward announcing the availability of at least 800 beds before August 31, 1985 (the second date set for our eviction, after the July 10 date was successfully blocked)."

The government lied.

There was no plan in existence for alternative facilities for the residents of 425 Second Street.

* * * *

On August 26, the D.C. Coalition, in a meeting with Harvey Vieth, formally proposed the use of two buildings as temporary sites for use "while more appropriate facilities are secured." The Coalition also identified three sites as locations for permanent shelter. It based its proposal on the availability of those short-term and long-term sites.

The Coalition's proposal would cost $10,877,000, of which $4,150,000 was for capital acquisition and renovation of sites, and $6,727,800 was for expected yearly program costs. The "plan" would provide shelter for between 500-600 residents of Second Street.

The proposal of the Coalition was in the best tradition of Washington pork-barrel projects, although it was lacking in realism.

Analysis of the proposal showed that 237 paid staff positions were planned for the care of 500-600 homeless people, at a cost of over $5 million, just for salaries and fringe benefits.

Federal officials promised to provide $2.7 million to the Coalition, which planned to raise the balance of the projected costs, as well as on-going expenses, through a "Black-Tie Dinner Dance" fundraising event sponsored by the White House (sic).

The HHS/Coalition "plan" was soon thoroughly discredited. It would cost more than the renovation of Second Street, which would be a one-time expense, and it was predicated on the use of buildings that were found to be unavailable.

A subsequent plan to house people in trailers was even more quickly dismissed.

* * * *

The government publicly ascribes our criticisms of the Coalition's first two "plans" to methodological differences: they are "too bureaucratic" for us.

In fact, we support any form of assistance directed to the needs of the homeless and utilized by them, whether it conforms to "our" approach or not. We have assisted in the creation of other shelters run very differently than ours, in Washington as well as in other cities. And in 1982, we successfully blocked in Federal Court the closing of the Blair and Pierce city-run shelters for men, shelters that we consider "too bureaucratic."

Our concerns with the various proposals put forward by HHS and the Coalition are much more mundane.

The Coalition's latest proposal is for the use of 1900 Anacostia Drive in Southeast Washington as an interim site. This, as well as the long-term solutions offered are as unrealistic and riddled with deficiencies as the Coalition's earlier debacles.

* * * *

By late October or early November, the government intends to close the Second Street shelter and move the residents to the vacant Navy Department building on Anacostia Drive.

Almost without exception, those who stay at Second Street are broken and handicapped people. They are frightened and alienated. Their world is very tenuous, which is why they so desperately need and crave some semblance of stability and security in their lives. The Second Street shelter, physically inadequate as it may be, provides that stability and security for the 800-1000 homeless men and women who reside there.

Among the 75-100 women per night who use the shelter, about 70 to 80 percent are mentally disabled. Many of the women are very nearly incapacitated. As a group, they are extremely paranoid and very frightened. They have good reason to be frightened, for to be a homeless woman on the street is to know the real meaning of terror.

Among the 600-800 men who use the shelter nightly, about a third to a half are mehtally or physically disabled. Some are amputees. Some are on crutches and in wheelchairs. A few are blind, a few others incontinent.

About half of the men who use Second Street are veterans. About half of them served in Vietnam. Many have been wounded or injured while serving in the military. Many suffer from delayed stress syndrome.

* * * *

The September 26 "Agreement Regarding Support for Homeless Shelters in the District of Columbia" between HHS and the Coalition calls for the creation of a 600-bed shelter for men in Anacostia.

The Second Street shelter comfortably houses 600-800 people a night. When the number rises to between 800-1000, as it does in the winter, space is very limited. It's tight.

During the peak winter months of December 1984 and January 1985, the Second Street shelter served an average of 858 people per night: 760 men and 98 women. On 15 occasions during that period, between 900 and 1000 people per night were housed at Second Street.

The number rises, of course, as the weather worsens and the pain and danger of exposure increases. The Second Street shelter has 185,000 square feet of space of which 116,000 are in use. When there are 800 people in the Second Street shelter, each person has about 145 square feet of space.

The proposed Anacostia shelter has only about 36,000 square feet. (It is less than one-fifth the size of the Second Street shelter.) If 600 men did use the Anacostia site, each person would have about 60 square feet of space: two thirds of the minimum space legally guaranteed a prisoner! And that is if no part of the building were used for anything but sleeping.

We expect to see more people at the shelter this winter than we did last winter. The general increase that we have seen during the past year is fairly accurately reflected in a comparison between shelter use during the last week of September 1984, and the last week of September 1985. During the last week of September 1984, the shelter housed an average of 614 people per night. During the last week of September 1985, we sheltered an average of 653 people per night at Second Street: an increase of 6.35 percent.

* * * *

On September 26, at oral arguments before the U.S. Court of Appeals, the government first announced the "Anacostia Plan." The Court asked for all relevent documents by the following day.

We filed a response to the government's "plan" with the Court, pointing out that, astoundingly, there was in the HHS/Coalition proposal _no_ short or long-term plan to care for the women.

On Friday, October 3, the Court of Appeals ordered the government to explain (by October 8) where the 75-100 women who use the shelter each night would go if Second Street closes.

In response, on Monday, October 7, the Coalition purchased two row houses on the 400 block of Florida Avenue, NW, for $145,000. Therefore. of the $162,000 given to the Coalition by the government to buy and renovate four permanent 150-bed shelters for _men_ (part of the $3.7 million grant), _all_ that remains is _less_ than $20,000 with which to purchase _and_ renovate the four shelters, virtually guaranteeing that come April 30. _all_ of the previous residents of Second Street will once again _be_ destitute.

By anyone's estimate, emergency shelters in the District of Columbia, including Second Street - which contains more than half the District's shelter beds - is inadequate.

There are seven walk-in emergency overnight shelters for men in D.C., with a total of 547 beds (Blair School - 150 beds; Pierce School - 150 beds; Irving Street - 50 beds; Central Union Mission - 60 beds; St. Francis Catholic Worker House - 4 beds; Northeast Rescue Mission 8 beds (with a three day maximum stay); and the Gospel Mission - 125 beds (after three free nights there is a $2 a night charge.).

The shelters, other than 425 Second Street, make available a total of 547 emergency shelter beds for single men in the District of Columbia.

There are only 414 beds available for homeless men in the District of Columbia that are not limited by cost or duration of stay.

There are eight walk-in emergency shelters for women with a total of 221 beds available in D.C. (the House of Ruth - 65 beds; Mt. Carmel House - 42 beds; Luther Place - 40 beds; Calvary Baptist - 25 beds; Hannah House - 16 beds; St. Peter's - 15 beds; Sarah House - 14 beds; and the St. Francis Catholic Worker House - 4 beds).

The women's shelters operate at or near capacity all year round.

* * * *

The proposed Southeast D.C. shelter site is not only deficient in size. The use agreement between the Navy Department and HHS for the use of 1900 Anacostia Drive, requires that HHS stipulate that there would be no smoking anywhere in the building, because the building is not fire safe. For obvious reasons, the use agreement was not submitted to the Court of Appeals on September 27 as it should have been.

* * * *

The Anacostia site is very isolated and very far from the downtown area, where (1) nearly all of the people served by the Second Street shelter "live", and (2) virtually all of the services and employment opportunities to which homeless people can turn are located.

While the government will provide transportation between the Anacostia shelter and the downtown area for up to 30-days neither the method nor the cost of staffing and operating the Anacostia shelter (beyond the utilities) is included in the HHS/Coalition proposal.

There are also problems with the funds that exist. In addition to the $2.7 million originally earmarked for the Second Street shelter, the Administration has come up with another $1 million.

The government proposes to provide $500,000 of the additional $1 million in medical, psychiatric and social work services to the homeless with a grant to the Coalition from HHS' Aging Discretionary Program funds.

Several organizations comprised of and representing the elderly, are very concerned about HHS' grant of $500,000 under the Older Americans Act to the Coalition for use in its "plan".

They claim that the Administration is stealing from the elderly in order to cheat the homeless out of their Presidentially ordered "model shelter".

The Older Americans Act is designed to serve the needs of older people, 60 years of age and beyond. But the majority of the homeless people who might theoretically take advantage of the plan proposed by the Coalition are not from this group.

The Coalition, now that the situation is known, has stated that the funds will be restricted for use on homeless persons over the age of 60. But none of its plans made mention of this before, and there aren't any specifics on how this will be done. There are serious doubts, it seems, that this money can or will be so restricted.

Furthermore, the Act does not contemplate grant money going to an endeavor such as that proposed by the Coalition. The various sections dealing with discretaionary grants, 3031, 3032, 3034, and 3035, restrict the grants, for example, to training, education, and data collection projects with a direct impact on older Americans. Nowhere is anything remotely resembling the objectives of the Coalition mentioned or anticipated.

Also, we understand that the Commissioner of the Administration on Aging opposed the grant. Secretary Heckler then ordered the Commissioner to release the funds. The Act does not permit the Commissioner's authority to be superceded by other officials. If the Commissioner has been overruled, the Act may have been violated.

* * * *

An additional concern is that the Coalition may be sued. The Coalition submitted a budget showing how the money granted by the government would be used, but it appears that in at least one case already (by spending money earmarked for the purchase of four 150-bed shelters for men) it has used the money for a different purpose, and with this track record may be expected to do the same with the money from the Older Americans Act. Such activity may give rise to actions under the False Claims statute. There are organizations currently considering such a legal step.

* * * *

The proposed shelter in Southeast is only a temporary measure. The "plan" unambiguously asserts that "the Anacostia facility is being made available by the federal government to the Coalition for short-term use, through April 30, 1986." The facility must be vacated by that date.

The plan fails to provide adequate long-term housing for the residents of the Second Street shelter. The Coalition has in the past month identified six sites in the District of Columbia to be used as long-term facilities. Of the six, only one, 2901 14th Street, NW, a "75-100 bed" shelter, is even remotely possible. According to the Coalition, it would cost $1,150,000 for acquisition and renovation.

The HHS/Coalition plan allocates only $162,350 for the purchase and renovation of four permanent 150-bed shelters for men. Of that amount, the Coalition has (as we explained above) already spent $145,000 for two row houses for women. But assume for a moment that they hadn't already done so. The proposal calls for the Coalition to raise $1,187,650 toward acquisition and renovation, for a total of $1,350,000. The proposed site at 2901 14th Street would cost $1,150,000 for acquisition and renovation, leaving $200,000 for the purchase and renovation of three other buildings, all considerably larger than the 14th Street site. Thus, even if there were buildings available for use as permanent shelters (which there are not), it cannot be assumed that there will be adequate funding for their acquisition and renovation. The Coalition has a proven inability to raise funds, given the last years dismal effort to raise enough money to hire a director and an office staff.

As of August 6, 1985, a Treasurer's Report for the Coalition reflected that the organization had only $1,269 in a regular checking account, $1,000 of which was borrowed.

* * * *

The HHS/Coalition plan to operate four shelters contains $2,008,500 for staff salaries and benefits. The government rejected the Coalition's first proposal to operate three shelters, submitted August 21, 1985, which requested $10,877,800. Of that amount, the Coalition asked for $5,027,800 for salaries.

The new plan, in order to make up the obvious shortfall in staffing, contemplates the assistance of 140 volunteers, each contributing 8 hours a week - a wildly unrealistic expectation. Moreover, the plan requires a physical "contribution" of $1,463,280 worth of work from the homeless themselves. Fifty percent of the shelter users must work - without pay - four to eight hours a day at the shelter. Well over fifty percent of the Second Street shelter population, however, is too elderly or disabled to work.

For those who cannot work, it is noted in the HHS/Coalition agreement that "in the course of operation of this project, a number of clients will become active recipients of various Federal and District benefits, and that a portion of some of these benefits will, by donation or entitlement, become available to the Coalition, to support our related services." That virtually guarantees that most, if not all, of the "donors" to the Coalition will lack the money necessary to live independently: they will be trapped in the shelter - involuntary supporters of the Coalition's ongoing operation.

* * * *

Even if the Coalition were somehow able to get through the winter at 1900 Anacostia Drive - which it couldn't - and even if the Coalition were somehow able to acquire and renovate the necessary buildings and secure the necessary funds - which it can't - where would next year's budget come from? Or the next year's?

It won't come from the federal government, because the federal government has said that it would make "no further financial contribution to this project." Nor, according to Mayor Barry, will it come from the District government. Neither will it come from picking the pockets of the homeless.

There are no available buildings. Not at any price. Nor are there sufficient funds. Nor will very many men who reside at Second Street and live downtown walk to Southeast, just because the government wants them to. You can't transport homeless people from one end of town to the other as though they were produce. It just doesn't work, not even if reliable transportation is offered. And it doesn't seem that it will be, or at least not for very long. While the federal government has agreed to provide transportation between the Anacostia shelter and downtown for up to 30 days, no money has been budgeted to continue that service after 30 days.

In fact, quite astoundingly, *neither the method or the cost of staffing and operating the Anacostia shelter is included*. The $3.7 million that has been given to the Coalition is, according to the government, *exclusively* for the acquisition, renovation, and maintenance and operation for one year, of four 150-bed shelters for men, to replace the "600" bed facility in Anacostia.

Nor is there *any* explanation of how the women's shelters will be operated or funded. On August 21, the Coalition estimated the cost of operating comparable facilities at nearly $1 million!

* * * *

The truth is that if the Second Street shelter is allowed to close, most of the current residents will immediately be back on the street to face the winter. The remainder will again be destitute by no later than April 30, 1986, when the use agreement for 1900 Anacostia Drive expires.

* * * *

It remains the case that the only reasonable and rational way to get the residents of 425 Second Street through the winter in relative safety and meet their long-term needs, is to make the necessary emergency repairs to the Second Street shelter, and order the renovation as promised by President Reagan and Secrtary Heckler on November 4, 1984.

That is what we have asked the U.S. Court of Appeals to order the government to do. We await the Court's decision.

* * * *

Human lives - already downtrodden and vulnerable - depend on the outcome of this debate. Homeless people are glaring down the barrel of winter's weapons, in the District of Columbia and throughout the nation. Only responsible answers and actions are called for. Human lives depend on it.

Yet, from where we stand, we see only the absence of compassion or any semblance of human kindness and concern on the part of this Administration. From where we stand, and from what we have seen, this Administration reminds us of nothing so much as a school of piranha, circling the victims - the poor and the disabled and the downtrodden - waiting to tear the last ounce of flesh.

* * * *

We conclude with a brief reading from "You Can't Go Home Again", by Thomas Wolfe, written during the height of the Great Depression more than 50 years ago. This reading has never been more relevant or more urgent.

"It was his custom almost every night, at one o'clock or later, to walk across the Brooklyn Bridge, and night after night, with a horrible fascination, he used to go to the public latrine, or 'comfort station' which is directly in front of the New York City Hall. One descended to this place down a steep flight of stairs from the street, and on bitter nights he would find the place crowded with homeless men who had sought refuge there... Here in New York, in this obscene meeting place, these derelicts came drawn into a common stew of rest and warmth and a little surcease from their desperation.

George had never before witnessed anything to equal the indignity and the sheer animal horror of the scene. There was even a kind of devil's comedy in the sight of all these filthy men squatting upon those open doorless stools. The sight was revolting, disgusting, enough to render a person forever speeachless with pity.

The Woolworth Building was not 50 yards away, and a little further down were the silvery spires and needles of Wall Street, great fortresses of stone and steel that housed enormous banks. The blind injustice of this contrast seemed the most brutal part of the whole experience, for there, all around him in the cold moonlight, only a few blocks away from this abyss of human wretchedness and misery, blazed the pinnacles of power where a large portion of the entire world's wealth was locked in mighty vaults."

This is the end of that passage:

"I think the true fulfillment of our spirit, of our people, is yet to come. I think the true discovery of our own democracy is still before us.

I think the enemy is here before us, too. He is here before us with a thousand faces, but I think we know that all his faces wear one mask. The enemy is single selfishness and compulsive greed. The enemy is blind, but has the brutal power of his blind grab. I do not think the enemy was born yesterday, or that he grew to manhood 40 years ago, or that we began without the enemy, and that our vision faltered, that we lost the way, and suddenly were in his camp.

The enemy comes to us with the face of innocence and says:

'I am your friend.'

The enemy deceives us with false words and lying phrases, saying:

'See, I am one of you - I am one of your children, your son, your sister, and your friend. Behold how rich and powerful I am - and all because I am one of you, your humble brother and your friend. Behold,' cries enemy, 'the man I am, the man I have become, the thing I have accomplished - and reflect. Will you destroy this thing? I assure you that it is the most precious thing you have. It is yourselves, the projection of each of you, the trimph of your individual lives, the thing that is rooted in your blood, and native to your stock, and inherent in the traditions of America. It is the thing that all of you may hope to be,' says Enemy, 'for (humbly) am I

> not just one of you? Am I not just your brother and your son? Am I not the living image of what each of you may hope to be, would wish to be, would desire for their own child? Would you destroy this glorious incarnation of your own herioc self? If you do, then you destroy yourselves - you kill the thing that is most gloriously American, and in so killing, kill yourselves.'
>
> He lies! And now we know he lies? He is not gloriously, or in any other way ourselves. He is not our freind, our son, our brother. And he is nut American! For, although he has a thousand familiar and convenient faces, his own true face is as old as Time and as Evil as Hell.
>
> Look at the world about you and see what he has done."

Mr. **Barnes**. Mr. Snyder, thank you for your testimony.

Let me say that I agree with you that the President made a promise, a commitment through the Secretary of the Department of Health and Human Services to rehabilitate the shelter that the Community for Creative Nonviolence has been operating and to turn it into a model physical shelter. I don't think that can be disputed. That was a commitment that was made to you and to your organization and to the people you represent. And that commitment has not been kept. For whatever reasons, that promise has been broken. They argue it has been broken, because you were impossible to work with and made it impossible for them to keep the promise. But whatever the reasons, it's clear that promise has not been kept. And we were told by Mr. Haddow this morning that it's not going to be kept. They're just not going to do that.

So, that's where we are. The question is, where do we go from here, recognizing that the President's promise has been broken?

They've got this shelter over here in Anacostia that, as you say, I went over and toured yesterday. You were good enough to show me around your facility earlier this year. There is no question that, just in terms of the health aspect of, you know, which building you would rather spend the night in, you'd rather spend the night in the one in Anacostia. I mean, it is clean and it has got all kinds of fire alarms and lots of showers and toilets and delousing facilities, and washing machines for the clothing. It's got all the equipment to make one—it's warm, and it appears to be well insulated, and all the rest.

Now, you suggest that nobody will go there, or, if they do, it will only be for a brief time. They say, well, it works in—I think he said—Denver and Seattle, where you have buses going through the community, picking up people at soup kitchens or other areas where they congregate; that it works in these other cities; and that it might work here.

The Coalition for the Homeless says they are prepared to undertake responsibility for operating this facility and to begin to operate smaller facilities around the city.

I have to say to you that I don't know where the reality lies in this in terms of what is the best thing, the best way to go forward.

But in terms of the people that you obviously care so deeply about and have committed your life to helping, what is the best thing now? I mean, here we are. We're not a year ago with the President's promise. We are today. And what is the best thing to do for the homeless people in this city now? Is it to try to make this—I mean, there's this building over there. And the Department of Defense has spent, I think, $350,000 to renovate the thing, and it's there. Should we try to tell people don't go there? Or should we try to get them to do it? Just looking for the welfare of the people who are out in the streets, where do we go from here? What do we do?

You're right about the President's promise. And I think that ought to be stipulated, that the President of the United States has broken his promise. But what do we do now?

Mr. Snyder. Well, that's of course a very good question. When I was standing out in the hall before—and I stand out in the hall most of the time because, if I stay inside, I get so angry at what I hear that I begin to feel less than loving toward the person saying it. Let me tell you, I will cut off my arm—and I mean that—before I will allow myself to hate Mac Haddow. Because the moment I hate Mac Haddow, I'm Mac Haddow; and the world doesn't need any more Mac Haddows. So I leave because either it makes me physically, or it makes me so angry that I don't feel loving and I don't remember that you got to forgive folks because they don't know why they do what they do. You got to love them anyway, because that's the reality. Because if you don't, you just destroy a little more of the world.

When we were standing out in the hall, the folks were kind of wandering in and out, holding their heads, saying: Oh, it's just a lot of words; I can't stand anymore. Why don't they let us speak? Why are there no homeless people ever speaking? Why is it the best that these poor folks can get is me? Isn't that sad?

Let me ask you a question. You asked the question. Let me add to it. Not only is Anacostia, I'm willing to bet, much better in every way physically than Second Street, but Second Street is a hole. You've been there. The toilets don't work, they back up. The showers are nonexistent. There's rats and roaches, partly because the Federal Government, I think in an old trick that was picked up down South during the civil rights years, sprayed the basement, driving all of the rats and all of the roaches upstairs, and never sprayed the upstairs.

But all of that aside, the building that I live in, 425 Second Street, is not fit for human habitation.

Now, let me ask you, who live in the shelter, knowing that, those of you who live in the shelter and would rather remain in the shelter, stand up; or raise your hand if you're already standing.

[A show of hands.]

Mr. Snyder. OK, sit down, please.

All those who live in the shelter who would prefer to leave Second Street, raise your hand or stand up.

It's exactly the same back at the shelter. Do you have any idea what it feels like to fight for a building that's crumbling, for which you're spending 10 grand a month, for which you get no Government funds, because we wouldn't touch Government money if it was delivered in a brown paper bag in the middle of the night.

We'd set it on fire, because we ain't puppets to no bureaucracy. We're not going to be. So, we ask for little. We ask for surplus buildings, just like we ask for surplus food, like we ask for surplus cars and everything else, because we're dealing with surplus people.

But the Anacostia answer ain't an answer. My friends will die. I know the truth. I know that, if that shelter shuts down, as rotten as it is, hundreds and hundreds of people will go back to the streets. I know that I will have to claim their bodies, no one else. I know that I'm going to have to see feet cut off and hands lying there next to the person because they had to cut them off because they froze, because people didn't care enough to pay attention to the details. If it was this building for which renovation was being discussed, you all would be all over the process. You would want to look at the architect's plans. You would want to know that it was done right. If it was the White House they were redecorating or renovating or moving, you bet your bottom dollar it would go someplace sturdy and safe. But it's not. It's just a bunch of poor folks. So put them anywhere, whether it's appropriate or not. But they won't go anywhere, and they will die.

And nobody bothered to ask them because nobody really cared about them, not in the Federal Government, at any rate. They obviously don't, because the plan they put together is guaranteed to kill some of these folks.

So, that's why we fight for a flea-bitten, run-down, rat-infested place, because it's better than nothing. And the alternative is nothing. And all the "bull" about buses and services for 30 days is just a cover and a front for a broken promise and for an unwillingness to deal with a national crisis. And what's being played out by this administration is being played out in the hearts and minds of everyone in this Nation, saying: keep those people away; I can't stand to look at them. They make me frightened, and they make me uncomfortable, because they make me think of me; and I can't deal with that.

So, nobody wants to look, and everybody is willing to let them be swept here, swept there. But we know, and because we know, we got to fight. We got to demand that the little that was promised be done and that people hear and listen believing—which makes us different than this administration—that ultimately people are good and decent if given half a chance, will always do the right thing and show some decency and concern. But in this culture increasingly we don't have the space or the opportunity to learn what the right thing is.

So, that's the answer. It ain't going to work. And people will die. And we will fight. Yes, we will fight, not with bombs and not with bullets. But, yes, we have, quote, fortified the building. The building is no less safe now than it was before. The sprinkler system guarantees that it's not a fire trap, probably more fire safe because of that sprinkler system than the building in Anacostia. But of course we'll fight. There are people in that building who left pieces of their body and pieces of their mind in Vietnam. And now they're going to get thrown out of the little place they have that the President promised to fix up. Of course they're ready to fight. Some of them say they're ready to die. I don't blame them, because they will anyway.

Mr. **Barnes**. You heard Sister Pat from Baltimore talk about the shelter that she directs over there for women and talk about the fact that small, small is better I think is what she said, the smaller the better. It's easier to help the individual guest—is the term that they use at the shelter she runs. What is your theory of a model shelter? What is a model physical shelter? Is it 25 people? Is it 500? What is the model that we ought to be—if we're really going to in the Nation's Capital, really going to show the other cities of this country how to do it right—which I think we ought to be doing. And this is the Nation's Capital. We ought to do it, we ought to do it 100 percent right here so that other cities can see how we've done it. What should we do here?

Mr. **Snyder**. I think that you'll find that virtually everyone everywhere agrees that smaller shelters would be better. I think you could also ask the same people and discover that peace would be good, bigotry is bad, sexism, racism, all those things are not nice. But they're here. And they're realities.

Do you have any idea, particularly since the folks from the D.C. Coalition have managed to alienate a number of neighborhoods in the last 2 months, how difficult it would be to create 20 50-bed shelters in Washington? Let me tell you. We are the folks—and I am really proud of this—we got a shelter in Georgetown. And it ran all winter, and not a peep out of anyone. Getting shelters in a neighborhood is an art, little practiced and little known, but it's an art. You could not, I could not envision in the next 5 to 10 years a climate in this city, or any other city for that matter, where you could create the consciousness and the resources and the space that would allow you to put multiple, small, independent shelters where they are needed. That is not a possibility or reality.

Mr. Haddow sat here and said the Mayor is doing a crummy job. Well, I have spent more time criticizing Mr. Barry than Mr. Haddow has. But Washington, DC, is second only to New York in the number of beds. There is no other city in America of any size that has more shelter beds than Washington except New York City. So, we have as much consciousness as you could hope for. We were so optimistic about a D.C. consciousness that we put an initiative on the ballot for the first time in the history of this country that would make shelter a legal right. And the city fought it tooth and nail, and so did a bunch of other folks. And it won with 72 percent of the vote. With that kind of consciousness, you can't put 20 50-bed shelters.

The coalition is now talking about moving people from an 800- to a 1,000-bed to a 600-bed shelter and then to 150-bed shelters. Those aren't small. Those are decentralized.

So, taking into account the political realities and taking into account where you want to go, what we devised with architects was this plan. The plan calls for in every major city a centralized facility and a hub and spoke relationship. The centralized facility will have within it multiple shelters independent of one another. That, by the way, is no more expensive than making them all one. Independent shelters so that you can put older people in one place, people who are working in another, women in another, and keep folks who need to be separated, and reduce a little bit the sense of—New York, what can I say? A thousand people or 800 people in a building. But at the same time, because of those centralized people, you can centralize services. You can put in a medical clinic. You can put in commercial laundry services, kitchens, that can be used by smaller shelters in the surrounding area, that don't have to replicate a commercial kitchen in order to serve food, that don't have to have commercial washers and dryers in order to get their laundry done.

So, what we have devised and proposed is a kind of service center for homeless people that will encourage the growth and development of smaller shelters. And it will be done in a very decentralized way. And it will bring in the kind of resources that exist in every city, because it's not just Washington where the hospitals realize that it's to their interest to cooperate with efforts like this. George Washington Hospital sees 600 indigent people a year. They've got to absorb the cost of most of that. They see them in emergency rooms, and they see them in hospital beds for 500 bucks a night. It's in their interest to cooperate with us to try and deal with people at a clinic in the shelter rather than have to hospitalize them.

So, that's the model that we've put forward in the hope that, before very long, there won't be any shelters at all, because in no sane and humane society would we have shelters. We would share. We'd share our homes like we used to do in the good old days. And we'd bring people back into our community, and we'd absorb them. And we'd make them a part of it.

But that's where we want to go. And the smaller shelters are a way to get there. So, we tried to devise a plan that promotes smaller shelters yet takes into account the kind of political realities and limitation on resources that we all have to deal with.

Mr. **Barnes**. Well, I think there's a lot of logic to what you just said, particularly about the political dynamics of it. I know the problems we've had in Maryland in terms of placement of shelters in communities. It's a very serious problem.

What you have described is not going to be financed by the Federal Government. That's obvious. I mean, the President has broken his promise. He's not going to do it. Is there any chance that the city, now that you can work with the city to get—we just had the Mayor's representative here indicating their concern about the Federal Government's approach. Is there a chance—I mean, it's not going to work with the Federal Government. We can beat up on Reagan all day, and I'm delighted to join in that, but it won't get us anywhere because he has decided what he has decided. And his people have made it clear what they're going to do.

So, how can you achieve what you want to achieve?

Mr. **Snyder**. Well, first of all, you're going to have to change their minds. It's happened before, happened a couple of thousand years ago in a place called Egypt. A very powerful man thought he could stand up to a much more powerful God, who said: Let my people go. Well, it's the same God who is saying: Let my people now come in. And I am not content to accept the answer that the administration cannot be held to account. I will, if necessary, die trying to hold them to account, because I'd rather be dead in a

Nation that allows its President to be a public liar, particularly to people who eat out of garbage pails and come out of places like St. E.'s than to remain alive, to be perfectly honest.

The only answer is that the building has to be renovated. There just aren't any other answers. It's a dilemma. Like I said, it's not that we're enamored of having to dig up $10,000 a month, but that's the reality.

Now, the Mayor found himself in a lovely position. Uncle Sam comes along and said: Listen, Marion, we're willing to give you up to $2.7 million. All we want you to do is deal with these 800 to 1,000 people. OK. Marion sits down and takes a pencil and figures: all right, just for a program $7.8 million every year, minimum. Where's the money going to come from? So, he goes back to the Federal Government and says: Now, assuming we get involved in this, we're going to be dealing with these people for a while. Right? Because if we open a shelter with 500 to 1,000 beds, whatever it is, they're going to come in. And if we can help those people move along, there's other people waiting outside, because everybody agrees, even the city, that there's a minimum of 5,000 people out on the streets.

So, the dilemma is that we do what we do, as the President has suggested, for nothing. I and 35 other people run the shelter. No one gets paid a penny. We, by the way, do an excellent job. There's maybe one or two serious fights a month in the building. And that is in a building of hundreds and hundreds of people. That's unheard of. In New York, in the Third Street shelter, virtually every night someone's getting their throat cut from ear to ear. I know; I looked into these things.

So, we have a well-run shelter that isn't costing anybody anything to run. And we have got commitments from all these folks that say they'll help us put in a medical clinic, dental clinic, mental health counseling, nonprofit employment agency, housing counseling, jobs counseling, benefits counseling, legal clinic, drug and alcohol rehabilitation, ongoing adult education, literacy clinic, at no cost to the Government. So, the Government says: OK, now we got to replace CCNV. Mr. Barry, we'd like you to replace CCNV. Mr. Barry says: OK, but 3 years it's going to cost us about $30 million. How much are you going to give us? $2.7 million. Then they look for other groups to take over. They got responses, and I quote from the Washington Post. I would rather jump off the Calvert Street Bridge than run that shelter.

So, everybody agrees there's not enough money to do the job. So, the reality is that any solution other than Second Street—and right now that involves emergency repairs, which we've asked the court of appeals to order, and which we think we're going to get a ruling on soon, which will cost $235,000 to make the building usable through the winter while litigation is being resolved. And if that doesn't resolve it, we would encourage Congress to do so. Although even though there's two bills floating around, one a resolution asking the administration to keep its word, and the other a funding bill for—now it says five. They're talking about lifting it to 10 to renovate, $10 million to renovate the building. We would more strongly encourage Congress to join with us in whatever way it has available to hold the President to his word, because it's important to not let the President walk away a liar. I think regardless of what one thinks of Mr. Reagan or what one thought of Mr. Nixon, that's also the office that Mr. Abraham Lincoln held, and a bunch of other fine folks. So, that office is kind of like us, in perpetuity, and we got to protect it.

So, I think it's more important to you all to help us and to help every other concerned person get the administration to keep its word and do what it promised to do rather than trying to find solutions which in fact do not exist because, if we are not doing what we're doing, there ain't the money to do it. And how are we going to turn to Marion and say: "You got to come up with another $8 million or $10 million to give to the coalition, which has about as much expertise, at least this particular part of it, in running shelters as we do running space programs?" You know? We can't do that. We can't help people move folks into a place that's going to hurt them or that doesn't work or that's nonexistent.

I understand Mr. Haddow mentioned a letter that was sent to us by Elisabeth Huguenin asking us to cooperate with efforts to do a needs assessment at the shelter. Well, No. 1, we know what the need is. Every night we count, we count hundreds and hundreds of people who tell us what the need is. There's a need for a roof over their heads. Obviously we're not going to cooperate with efforts to try and move people to someplace that we know isn't going to work and is going to be a failure and is going to kill people.

But in fact, instead of saying we were not interested in a needs assessment, we sent a letter back to Ms. Huguenin yesterday—which means they had it in plenty of time to read it—that said we have as a matter of fact asked the staff of Project Reach Out in New York City if they would be willing to come to D.C. and talk to our guests, should a legitimate need arise. Project Reach Out, formed in 1979, maintains three mobile outreach teams of qualified professionals who assess and attempt to meet the needs of homeless individuals on the streets of New York. So, we said, if there is a legitimate and constructive reason, like if the court of appeals wants an in-depth look at the population in our shelter, if somebody really wants to be of help, of course we would cooperate, but not with sham efforts that are simply intended to get people out of one place and ultimately drive them back to the street.

I might also add one other thing while I have pieces of paper in my hand. You may remember that Mr. Haddow waved a one-sheet document and said he and Mr. Veith delivered this to my bedside where I was of diminished capacity. My capacities were the same. If they're diminished, they're diminished all the time. I was no different then than I am now. I probably spoke as much, too much, when I was negotiating with folks at the White House 51 days into a fast while they were pouring water on my lips to keep them wet enough to keep moving. But this is a three-page document, you see. I didn't write it. Mr. Haddow says I didn't sign it. Of course I didn't sign it. I'm not Margaret Heckler. It was an announcement released by Margaret Heckler, announcing at the request of the President that the administration was going to do a variety of things. Maybe they left out the first couple of pages because they didn't like what it said. But I didn't write these pages. I did not say

President Reagan has asked me to order the renovation of the temporary shelter at Second Street. I didn't make this up.

Mr. **Barnes**. The gentleman from Virginia is recognized for questions.

Mr. **Parris**. Thank you, Mr. Chairman.

I really don't think, Mr. Snyder, that it would be productive for us to discuss further the President's statement or what is a model facility. I have no desire to deal further with your impartial assessment of the current administration. But I do have a couple of very brief questions.

One is, in your comments you said if somebody brought down a brown bag full of money in the middle of the night, you wouldn't take it.

Mr. **Snyder**. I said from the Government.

Mr. **Parris**. Government money.

Mr. **Snyder**. Yes.

Mr. **Parris**. Money from the Government. If I left that word out, I apologize.

You wouldn't take the money, for the purposes of rehabilitating your shelter. Why?

Mr. **Snyder**. I didn't say that. You see, we have asked, and we demanded, and the President promised to spend money to renovate the Second Street shelter.

Mr. **Parris**. Follow me now.

Mr. **Snyder**. Yes.

Mr. **Parris**. Let's assume somebody from the Government showed up in the middle of the night with a brown bag. This is unlikely, I grant you. But let's just play this game with me. You won't take the money?

Mr. **Snyder**. I can't play your game. It's not a logical construct. My brain doesn't work that way.

Mr. **Parris**. Let's have one understanding——

Mr. **Snyder**. The Government's not going to deliver $5 million in a brown paper bag.

Mr. **Parris**. Let's don't—[applause] play word games. If you're more interested in playing word games than you are trying to get to the bottom of this problem, Mr. Snyder——

Mr. **Snyder**. I'm interested in the truth.

Mr. **Parris** [continuing]. We'll just stop the questioning, OK? This is a serious question that I have for you.

Mr. **Snyder**. I understand.

Mr. **Parris**. If you would address it, I'd appreciate it.

If the Government showed up with the money to help in the rehabilitation of your shelter, why would you not take it?

Mr. **Snyder**. What I said, and I repeat, is that we have demanded that the Federal Government make available this building, which it has promised to do, and renovate it at whatever expense. If the Federal Government does not wish to do that directly, they can, as they asked to do, set up a nonprofit corporation, which we felt fine about, that would involve the city. And it would take the money. And it would simply hire a construction company. What I said, and I will say again, is that we wish to have no strings governing our work, particularly not those of bureaucratic organizations that do not know how to responsibly use resources.

It costs us 39 cents a night to provide shelter. It costs governments $25 and $30 a night. We don't buy $600 ashtrays, and we ain't got real expensive hammers. So, we're much more cost efficient, and we do things in a very reasonable way.

And we don't want to be changed into paper pushing bureaucrats like the paper pushing bureaucrats that sit here in Washington. We don't think that's a service to the Nation, and we don't think it's a service to the community. And I question once again why a person of this administration's party is trying to discourage us from refusing Government money.

Mr. PARRIS. You testified earlier, Mr. Snyder, that the services that will be provided by some volunteer organizations or persons of one kind or another after your center is rehabilitated, if it is, to provide drug and alcohol abuse and vocational training and various things that you articulate. I am looking at the testimony of Mrs. Huguenin, who, as I understand it, is the president of the D.C. Coalition for the Homeless. She lays out their plan for the comprehensive center. It talks about transportation to the facility, in-take worker, provide a bed, basic services, meals, showers, whatever, assessment processes. Many of the services that you have articulated are being provided in that facility by a private nongovernment, nonprofit, local service people, clergy, community leaders, concerned citizens, dedicated to helping the homeless.

Mr. SNYDER. Be more specific——

Mr. PARRIS. What's wrong with that?

Mr. SNYDER. Be more specific. What facilities?

Mr. PARRIS. I am talking about the Anacostia facility, as I understand it.

Mr. SNYDER. OK. Now, if you read the filings with the court of appeals—I am assuming that the Federal Government did not lie to the court of appeals—and if you read the contract between the coalition and HHS, what it says is that the Federal Government will provide a full range of services, including buses and drivers, doctors, nurses, for up to 30 days. The answer then arises is, what do you do after 30 days? And the problem is that we for 2 years now have been doing it, and it's hard to argue with whether or not we can do it. We have testimony before another congressional committee from the director of Howard University Hospital, from a representative of the University of the District of Columbia saying we have made these specific commitments to provide these resources and services. We don't have to show or explain how we're going to raise the money to do what we're doing, because we've been doing it for 2 years.

We don't have to explain how we're going to pay for all these services in Anacostia after 30 days, or if they spend the $2.7 million for long-term buildings, where the money is going to come from to run these buildings, because only a month ago these same people said they needed $5 million in salaries alone to run a program like this.

Their answer now: black tie dinner dances. Let me tell you, folks, you don't raise millions of bucks with black tie dinner dances.

So, the dilemma is, on one hand you got everything either in place, operating, proven track record, nobody can seriously question the ability to perform and deliver; on the other hand, you have a huge spectrum of unknowns. And the answer is, why gamble when in gambling you make the President a liar?

Mr. **Parris**. Mr. Snyder, is Mrs. Huguenin's testimony a bunch of lies?

Mr. **Snyder**. Yes, she perjured—well, I wouldn't say perjure in her case. In Mr. Haddow's case it was clearly perjury. And I want to say that once again publicly. Mr. Haddow, you are a perjurer. You lied to a Federal court under oath. Sue me. Prove me wrong.

Mr. **Parris**. You suggested the homeless in this city do not utilize this facility or any of these programs. Is that correct?

Mr. **Snyder**. That facility is not open. Nobody utilizes it now but fish. It's under water at this moment. It is. It is under water, sir, as it would be if it were to open, in another way.

Mr. **Parris**. I have no further questions, Mr. Chairman. Thank you. [Applause.]

Mr. **Barnes**. Mr. Snyder, we thank you for being here this morning. It is a difficult dilemma for all of us, but we are trying to do the right thing. I think every member of this committee wants to do the right thing for the citizens of the country and particularly in this instance for the citizens of this city. We appreciate your giving us your perspective on what's happening. And we will try to come up with some ways we can be of assistance to the people you have been trying to help. Thank you, sir.

Mr. **Snyder**. I thank you, too.

And I want to add for all of my friends back here that there aren't a lot of folks who have cared enough to take the time to try and provide them and us an opportunity to present some facts that, as I say, can affect not only the quality of people's lives but the length. I thank you for caring. I mean that. And I wish you all good luck and Godspeed.

Mr. **Barnes**. Thank you.

Our next witnesses are scheduled to be Mr. Luis Zapata and Mr. Timothy Ferrall. Could I ask them to come up please at this time?

STATEMENTS OF LUIS ZAPATA AND TIMOTHY FERRALL

Mr. **Barnes**. Gentlemen, I have to apologize to you, both for keeping you waiting for so long and for the fact that we are not going to be able to receive your testimony in the normal course here. We started at 10 o'clock with the expectation that 3½ hours would be plenty of time, and it's not. The Foreign Affairs Committee, on which I serve, will be in about 9 minutes beginning markup of the arms sale to Jordan. And I have to be there. We tried to arrange for another member of the committee to come here to chair this hearing, but we've not been able to do so.

I feel very badly about this. And I recognize that you have taken a lot of time and effort to prepare your testimony, and you've spent all morning here waiting for the opportunity to present it to the committee. We simply don't have the ability to receive it in the formal way.

What I will do is assure you that copies of your testimony will be specifically provided to all of the members of the committee, most of whom were not able to be here because we are right in the throes of major congressional action here on the budget and on taxes. Members of this committee are scattered all over the Hill. I have to now go over to worry about the arms sales to Jordan.

We will also obviously include your testimony in the written record of this hearing, but, maybe more important, we're going to get it into the hands of the members of the committee. I apologize to you and to everybody else who is here to hear your views. We can make copies of your testimony available to those who are here that wanted to know your views, including members of the media. All I can say is I'm sorry, and I apologize. I have no choice but to end the formal hearing at this point.

We will, however, keep the record of the hearing open for the next 30 days to receive some responses to questions that were posed this morning and some additional information that the committee will be requesting of a number of the witnesses.

Mr. Zapata and Mr. Ferrall, I really do apologize to you. This is very unusual. I have never had to do this, and I have been in Congress for 7 years and chaired subcommittees now for 5 years. I have never had to do this to a witness, but today I don't have any choice. There is nobody else to receive the formal spoken testimony.

Mr. ZAPATA. Mr. Chairman, the only thing I would like to say is that we did have, like some of the other witnesses, some specific requests from the subcommittee. And we would hope that you pay or give——

Mr. BARNES. We will look at those very carefully.

Mr. ZAPATA. And we do understand.

Mr. BARNES. Thank you. Again, I feel very badly about it. It's not fair to you to have you come here and expect to be able to testify and not be able to make the formal spoken presentation. But I appreciate your understanding.

[The prepared statement of Timothy Ferrall was not received in time for printing.]

[The prepared statement of Luis Zapata follows:]

TESTIMONY OF
LUIS ZAPATA
FREDERICK DOUGLASS COMMUNITY IMPROVEMENT COUNCIL
The CIVIC ASSOCIATION of ANNACOSTIA

before
THE COMMITTEE ON DISTRICT OF COLUMBIA
SUBCOMMITTEE ON GOVERNMENT OPERATIONS AND METROPOLITAN AFFAIRS

Mr. Chairman: I would like to thank you and my Congressperson, the Hon. Rev. Fauntroy, for this opportunity to address this Subcommittee on the issue of the homeless shelter planned to be opened in Anacostia Park.

I am here today to give you a view of this shelter as we see it from Anacostia. Unless it has been flooded out as we speak (and one problem thereby solved), this temporay facility can be viewed from any one of several perspectivs: the Mayor's; the Department of Health & Human Services'; the Committee on Creative Nonviolence's; the Coalition on the Homeless's; . . . the community into which this facility is comming; . . . or even the homeless'.

It seems the only people not represented here today are the homeless. But I am here, as I said, to speak for some people who do have homes -- homes in the community which HHS has selected to host this 600 bed facility which has been contracted to house homeless men on a temporary basis for 6 months while scattered sights are located and opened around the city.

Unfortunately the news of the comming of the Coalition for the Homeless's shelter took all of Anacostia by surprise. We opened our newspapers one morning to find that we were the sight of yet another unwanted facility . . . you will remember the plans for a new prison in our area.

The problem, as perceived by Anacostians, can best be understood when you visualize this shelter.

This is a 600 bed facility in the middle of a field with nothing around it. People will be bussed to this shelter will be totally dependent upon the busses to get them back where they came from.

Within a 5 min. walk there is a liquor store on MLK Ave.

But there is an elementary school between the shelter and that liquor store.

What will happen to our kids? What new horrors of life will they be exposed to?

What will happen if the Park Service decides to close off the park after dark? Will the homeless be stuck, forced to sleep the night in whatever shelter they can find in our community?

Additionally, we just do not believe, that having spent all these funds, this shelter will close in 6 months.

We have talked to HHS. We have met with HHS and the Coalition . . . and we just don't believe that the shelter will be the "model" they say it will be . . . nor do we believe it will close in 6 months.

We have attempted to enter into what we thought would be good faith efforts, but there seems to be no flexability on the part of HHS or the Coalition.

There does not seem to be a desire to work WITH the comunity; as opposed to work OVER the community.

As a footnote I will tell you about a statement that I feel encapulates the whole problem. It occured during one of those early, and informal meetings we had with HHS just after we found out about the shelter.

An offical asked me why, given the lack of people living close to the shelter, why Anacostia residents were so upset.

When I told him I could walk to the shelter in 5 - 10 min. he was surprised. He didn't seem know people reside in Anacostia.

That's why I have said WE ARE A HIDDEN PEOPLE -- NOBODY SEEMS TO KNOW WE LIVE HERE.

(as a Hispanic I know about hidden people)

From the community's perspective this is a problem of both Home Rule and of respect,

respect for our community and respect for our residents.

As a community we don't believe that HHS would have used this approach to put this type of shelter in Bethesda or Falls Church.

The people who live in those neighborhoods have the political clout that would make that impossible.

As a community we don't believe that HHS would have used this approach to put this type of shelter in any other area and not informed the Congressperson for that area.

The people in other jurisdictions have voting representation, our Congressperson was not informed.

But this is not just a problem for Anacostians.

There is a problem for the homeless too. Wharehousing just does not work. No experts in the field believe that large shelters help the homeless.

And busing just doesn't work. Homeless are territorial people.

This solution is not good for the homeless. It is not good for our community. It is not even good for the gov.

It is in direct opposition to the President's political philosophy. It is a glairing example of federal incursion into a local community with NO community control or oversight.

But the problem of the homeless IS REAL. We CANNOT have people dying in our streets. Solutions MUST be found.

I would like to make 3 points.

One: The homeless of DC need services -- adequate and ACCESSIBLE shelter that they feel comfortable with using.

If we didn't have a homeless problem, Anacostia wouldn't be having a shelter problem and I wouldn't be here.

Two: Anacostia has a homeless problem of its own. We have people sleeping in abandoned buildings, in lots, in allies.

We also have a real problem with people who have substance abuse problems and/or mental problems.

Three: We have needs as a community.

We have the need of security for our families and our property.

We have the need to be free from fear -- fear of people who may someday, when the busses stop running, add to our problem as they are abandoned to fend on their own in our community.

We need to have pride in our community -- a pride that is destroyed with each new image of "Anacostia, the dumping ground."

There are no easy solutions to this problem . . . but in some ways it seems to fit together like a puzzle.

The homeless have needs, both immediately for this winter, and on a long range basis. We have to get folks off of the streets and out of the cold.

Anacostia has needs, we have our own "distressed persons" problem: as well as other developmental needs.

HHS is willing to commit a good deal of energy and a considerable amount of funds to deal with this problem.

While we have no "solutions" but we do have some recommendations.

1) We have been told & told again that this shelter will close in 6 months -- it is in the contract.

But we know how hard HHS tried to find scattered sights, and we know how strong community opposition is to having a homeless shelter in ANY neighborhood. We want to be sure that the Coalition is moving forward IN A TIMELY MANNER with its contractual obligations to find scattered sights.

Mr. Chairman! we therefore recommend that HHS make direct bi-monthly (or at minimum, monthly) reports to this Subcommittee (with a copy to our ANC) -- reports delailing the status of the Coalition's actions in securing other sights.

Further we recommend that this Subcommittee work with HHS in their oversight review of this contract, and this Subcomittee make recommendations as they feel are warrented -- especially and including a recommendation for immediate termination with the supplier (the Coalition) if they fail to meet their contractual obligations.

2) We are concerned for the homeless and we question whether this sight is capable of holding 600 persons, and whether the Coalition's plan for care is a feasible one.

Mr. Chairman! we recommend that you direct an expert on your staff to represent the legislative branch of government! and that expert do frequent periodic visits to the shelter for the sole purpose of protecting the interest of the homeless.

Again we recommend that this oversight review be coupled to the ability to terminate this contract for non-compliance.

3) No matter what assurances and guarantees are given, we in Anacostia know that the quality of our life WILL BE DIMINISHED by this shelter. There will be additional homeless. There will be additional crime. There will be a faltering in the steps we are trying to take to improve our community.

We deserve recompense.

We understand that the residents of the 2nd & D St. shelter are to receive top priority! but after fulfilling that commitment, we would like to see the Coalition give top priority to the homeless and other distressed persons of Anacostia.

Mr. Chairman! we request that this Subcommittee work with HHS and the Coalition for the Homeless with regard to the day-to-day implementation of this contract and that you work to insure the contractor give top preference for the needy of our community. Further we request that they give future considerations to our special problems -- remembering that we were the ones that housed the whole city's homeless when they had nowhere else to go.

4) We believe that no community should be without an oversight roll, especially in light of the possibility that 600 men abandoned in our community could lead to very devastating problems.

> We understand that HHS has stated that it will be watching this issue very closely. Additionally we trust your judgement and understand that it has our best interests at heart.
>
> But we know that no one will be watching that shelter as closely as we will.
>
> We believe that we should have an oversight roll, and that the roll needs to be a real and contractual: not a casual, and just verbally agreed upon.

Mr. Chairman: we recommend that this Sub-committee seek to have HHS and the Coalition add an addendum to their contract. We recommend that in consultation with your office, and under the jurisdiction of your committee, an addendum be writtsn that would allow our community to institute and accelerate a governmental review for non-compliance cancellation if we found that the shelter did not provide adequate services for the homeless or failed to supervise the situation so as to give the community adequate safeguards from the additional people being bussed into our neighborhood.

> Further we recommend that our community representation for oversight and input would come from ANC 6C and 8A (the local elected representatives) and that they would select and define community representation.

5) Finally, we feel that the actions of HHS have displayed a total disregard for the rights and dignity of our community. We, as residents of the District of Columbia, do not ever wish to see any other of our neighborhoods disrespected as our neighborhood has been disrespected.

So, Mr. Chairman, we recommend that you and the distinguished members of this Subcommittee work to insure that HHS to give all future affected DC communities a one month notification for any action it expects to take in their area: that notification to be in the form of a written communication to the ANCs.

Mr. Chairman: the Anacostia community encourages your strong support for these recommendations -- we believe they are both realistically achievable and tactically effective.

We additionally most emphatically recommend that this Sub-committee seek additional solutions to this problem.

> We are but a few working residents -- you have at your disposal the full power and research capabilities of the federal government. Certainly your committee and its staff can find additional solutions to this difficult problem.
>
> We as a community, and I personally, stand ready to work with you.

Mr. Chairman, with deference to Congressperson Fauntroy, we request the oppertunity to submit additional wrtten testimony for inclusion in the record.

APPENDIX

CHARLES W. GILCHRIST
COUNTY EXECUTIVE

MONTGOMERY COUNTY, MARYLAND
ROCKVILLE, MARYLAND 20850

The Honorable Michael D. Barnes
Chairman
Subcommittee on Government Operations and
  Metropolitan Affairs
U.S. House of Representatives
Room 1310
Longworth House Office Building
Washington, D.C. 20515

Dear ~~Mr. Barnes~~: Mike

I want to commend you for your action in holding public hearings on the government's role in providing services to homeless citizens. Homelessness is a complex problem that is currently facing all jurisdictions across the country.

It is my personal belief that caring for homeless individuals is a joint responsibility that must be shared by county, state and federal governments as well as the private sector, the business sector and the religious sector of our communities. We must, as you emphasize in your letter, insure that the least among us are not forgotten as our national priorities shift.

For the last three years in Montgomery County we have seen the number of homeless persons increase. In order to meet these needs we have increased the number of emergency shelter beds from 37 to 137 over the past three winters. We have also opened two small day shelters in an attempt to provide a warm safe place for these individuals during the daytime hours when our emergency shelters are closed. It has been our experience that small facilities (no more than 25) that are adequately staffed provide care that allows homeless individuals to be treated with dignity and concern.

It is also our experience that homelessness is often the symptom of a larger problem. A high percentage of homeless individuals in our shelters are chronically mentally ill and in need of community support services. Additional programs such as case management and vocationally oriented programs need to be put into place to serve these individuals. We are currently re-structuring our mental health service delivery

57-420 O - 86 - 7

system to better respond to these needs. An additional area of need that we have recognized is the need for resources for homeless individuals who are intoxicated and unable to use our emergency shelters. They must also be protected from the severe winter weather in some type of facility with medical support.

I am enclosing a copy of the County's most recent Emergency Shelter Analysis for the public hearing record. I also extend to you my personal invitation to visit the Carroll House Men's Shelter in Montgomery County. This shelter is an excellent example of what a partnership approach can accomplish;the Department of the Army, local government and the religious community have all contributed to make Carroll House a reality.

Sincerely,

Charlie

Charles W. Gilchrist
County Executive

CWG:nr

Enclosure

Montgomery County Government

EMERGENCY SHELTER SERVICES

An Analysis of Emergency Shelter Services for Homeless Persons in Montgomery County 1984-1985

Department of Family Resources

August 1985 • Rockville, Maryland

EMERGENCY SHELTER SERVICES

An Analysis of Emergency Shelter Services for Homeless Persons in Montgomery County 1984-1985

This update of the 1983-84 Emergency
Shelter Analysis was prepared by
the Associated Catholic Charities
as part of its contract with the
Department of Family Resources.

Montgomery County Government
Department of Family Resources
Division of Services to Handicapped Individuals
Rockville, Maryland 20850

August 1985

IN MEMORIUM

MARTIN DAUGHERTY
(3-15-20 to 12-27-84)

First Director of the Gaithersburg Community Soup Kitchen

His wisdom, humor and sensitivity
will never be forgotten

The Department of Family Resources undertook to conduct this analysis of Emergency Shelter services in Montgomery County for 1984 - 1985. This study was prepared by Andrea Giehl-Whitney, Shelters Coordinator, Associated Catholic Charities.

INTRODUCTION

This document is a tool for planning and coordinating services to homeless persons in Montgomery County. It is conducted annually by the Department of Family Resources, with the cooperation and advice of the Shelter Providers.*

The purpose of this study is to provide information regarding:

1. A description of the homeless population in Montgomery County
2. A listing of resources available to homeless persons.
3. An identification of needs for which there are no services
4. Recommendations for planning future programs to serve the homeless.

The basis for this study is information gathered through interviews with and statistical reports from shelter and soup kitchen providers. Another major source of information was the Montgomery County Emergency Shelter Providers Coalition.

The scope of the document includes shelter and soup kitchen services for temporarily or chronically homeless persons. The analysis does not include shelter care provided for juveniles or abused persons.

This document serves as a bridge in the transition between two types of reporting periods - the fiscal year and the winter season. The previous report covered only the "critical months" period of Winter 1983-84. While the present analysis covers the time period of Fiscal Year 1985 (July 1984 to June 30, 1985), it will also provide comparisons of Winter 1984-85 to Winter 1983-84. Henceforth, all Shelter Analyses will span fiscal year periods and allow for comparisons of critical month periods.

*The first study was published July, 1984 and covered the period December 1, 1983 to April 30, 1984.

I. SUMMARY OF DEVELOPMENTS AND RECOMMENDATIONS

A. SIGNIFICANT DEVELOPMENTS, FY'85

A major recommendation of the 1983-84 Shelter Analysis was the addition of two more overnight shelters (one for women and one for men), and a day-time non-residential shelter program. Subsequently, Carroll House, The Women's Overnight Shelter at Gude Drive (temporary site), Wheaton Men's Drop-In Center and the Rockville United Methodist Church Women's Day Shelter were opened. All are funded by Montgomery County Government and administered by Catholic Charities.

A unique partnership was involved in the opening of Carroll House at the Walter Reed Army Medical Center, Forest Glen Annex. The Department of the Army made an un-used building at the Forest Glen Annex available to the county for the shelter program. Removations were completed by the County's Department of Facilities and Services, using Community Development Block Grant funds.

The expansion of the emergency shelter program into the day shelter arena was the result of two other partnerships, one with the business sector, and one with a local church. The ILBAU Corporation, the Austrian company constructing the Glenmont Subway line, provided to the County at no cost a vacant facility for the establishment of the men's day shelter on Veirs Mill Road. The Rockville United Methodist Church agreed to host the Women's Day Shelter.

The County's Department of Transportation Paratransit Unit has provided the necessary transportation support for the expanded shelter programs, both in the form of vouchers and by direct service. The Department of Facilities and Services has also played a major role in the expansion of shelter services by responding quickly to the need for renovations and construction.

Even with the forementioned shelter expansion, however, the increase in beds proved to be insufficient during the winter months, when additional homeless men came to the soup kitchens in search of shelter. In response to this need, a men's emergency overflow shelter was opened in February of 1985 with County monies and operated by United Church Center for Community Ministries at Lincoln Park Community Center with the cooperation of the City of Rockville.

In January 1985, in response to the increased demand for shelter, the Montgomery County Mental Health Association established a special shelter line number (949-8118) separate from the Hotline. Shelter line staff keep current information on available beds in the shelter system and refer callers to shelters with vacancies.

Shelter network expansion followed the recommendations of the 1983-84 study to limit overnight shelter size to 25 beds or less; located shelters in the areas of greatest need with consideration for geographic distribution of sites; and make shelters accessible to transportation services. In those situations where public transportation to shelters was unavailable, i.e. Carroll House and Lincoln Park Overflow Shelter, services were provided by the

Paratransit Unit of the Montgomery County Department of Transportation.

A Shelter Coordinator position was developed through a contract between DFR and Associated Catholic Charities of the Archdiocese of Washington with Community Services Block Grant money from the State of Maryland. The coordinator began work in September of 1984 and assists DFR with its coordination, planning, and evaluation of services to the homeless. The establishment of this position was a recommendation of the 1983-1984 Shelter Analysis.

Another resource which developed during the fiscal year was Gaithersburg Community Soup Kitchen, opened in October of 1984 at St. Martin's Church in Gaithersburg. (For a program description, see Appendix II.) It should be noted that Giant and Safeway Food Companies have provided thousands of pounds of food for homeless persons at the shelters and soup kitchens. These food contributions have been coordinated through the Manna food program.

Also recommended in the 1983-84 study was the continued convening of the Montgomery County Emergency Shelter Providers Coalition and staff support from DFR. The Coalition did continue, and, with staff support from the Shelter's coordinator, developed its organizational structure and leadership with the selection of a provider as chairperson. A significant accomplishment has been the growth and development of this group into a cohesive coordinating body which has strengthened the local government - community partnership as well as improving their service delivery system for homeless individuals.

For background information prior to July 1, 1984, please see Appendix I.

B. RECOMMENDATIONS

During FY'85 a number of significant accomplishments occurred through active coordination of efforts and partnerships between public, private for-profit, and private non-profit sectors. Such activities need to continue in order to make further strides in combating homelessness in Montgomery County. Particularly with regard to increasing low-income rental housing stock, the private sector is encouraged to do what government is unable to do.

The following recommendations for FY'86 are based on data collected about FY'85. They represent areas of focus for the upcoming year, and in no way provide a final solution to the complex problem of homelessness.

1. An overnight resource with a minimum of 10 beds for intoxicated homeless individuals who are inappropriate for shelter placement needs to be developed. The Health Department has begun to explore possible sites at local hospitals for this resource. It is anticipated that operating expenses for this facility will be an item in the FY'87 Montgomery County budget.
2. A men's winter overflow shelter needs to be instituted as a component of the shelter network. Active planning for its annual operation has begun; DFR is negotiating with the City of Rockville for future joint funding of the shelter.
3. Two hostels for long-term chronically homeless individuals with

a total occupancy of 30 persons need to be developed through an assertive partnerhsip of DFR and the Coalition with the Housing Opportunities Commission, the Department of Housing and Community Development and the Board of Realtors for location of appropriate buildings. Community Development Block Grant funding could be utilized for renovation of these structures. Montgomery County Government should have a continued role with such facilities to insure that they serve the population targeted by this report.

4. One pilot project for a supervised residence with low structure programming for the homeless mentally ill is needed. Community Development Block Grant monies could be sought to subsidize start-up costs of establishing the facility. Residents would be eligible to receive rent supplements through the Handicap Rental Assistance Program operated by DFR.

5. Low cost rental apartment stock needs to be increased through active partnership of DFR and the Coalition with HOC, Housing and Community Development, and the Board of Realtors. Over the next fiscal year, particular emphasis should be given to private sector involvement such as realtor participation in the Rental Housing Resource Program (SB 350). The target population for these additional apartments are homeless families. Also needed for this group is transitional housing. The DFR should approach Crossways, an apartment program for single parent families, to set aside several units for use by such families.

6. The Coalition for Emergency Shelter Providers will initiate an

annual Winter Media Campaign to increase community awareness about the problem of homelessness in Montgomery County.

7. Case management and other mental health services need to be further developed for the homeless mentally ill. The Coalition urges that the study being conducted of the County mental health system address this issue and include recommendations about appropriate methods for serving this segment of the homeless population.

II. DATA AND OBSERVATIONS

A. DESCRIPTION OF CLIENT POPULATION

1. Observations of Providers

a. General Information

The most prominent age group reported for FY'85 was 25 to 35 years old. This is 5 years younger than that reported in the 1983-84 study. A consistent observation for two years now is that the vast majority of those served by the shelters were Caucasian. Of the single homeless, white males were the most frequent shelter guests with Black females the least frequent.

Clients tended to be from the down county areas of Wheaton, Silver Spring and Bethesda. A significant number of shelter users, however, were from Rockville and Gaithersburg. This, too, is consistent with last year's study.

Single females tended to be the group which had the highest ratio of recipients of social program entitlements. Since information on utilization of entitlements had not previously been collected, there was no comparison to the previous year.

b. Reasons for Homelessness

Providers identified the following principle reasons for clients to seek shelter:

1. Mental disabilities that interfere with daily living

skills and interpersonal relations.

2. Alcoholism
3. Family conflicts
4. Unemployment
5. Evictions or overcrowded apartments
6. Fires and other disasters
7. Inclement weather

c. Special sub-groups

A portion of the interview with each provider was directed toward gathering information about client sub-groups which were frequently mentioned in Emergency Shelter Provider Coalition meetings as needing more services. The most often identified groups were: the mentally ill, alcohol abusers, and families.

i. Mentally Ill Homeless

The mentally ill homeless continue to constitute a significant number of the persons who utilize the shelter network in Montgomery County. During interviews with providers, individual shelter estimates ranged from 20% to 100%. It appears that the mentally ill homeless tended to cluster at shelters which maintained the greatest degree of flexibility with regard to expectations to conform.

The mentally ill homeless tended to be single, young adults. Both Rainbow Place and the Crisis Center reported most frequently receiving individuals with a history of hospitalization in a state facility.

A number of providers sited the need for more comprehensive planning of housing for those discharged from Springfield as well as a need to increase case management aftercare services to this group.

Providers also recommended the need to develop supervised housing for the mentally ill which has a low degree of structured programming. Although shelter staff were able to refer a few persons to existing community residential programs, the vast majority were inappropriate for the kind of services they offered.

Of increased significance during the past year was the utilization of shelters by persons, predominantly single males, with a dual problem of alcohol abuse and mental illness. Shelter providers reported that many times the mental illness was masked by the effects of the alcohol, and that a history of psychiatric hospitalization was revealed by the client only after the client had been at the shelter for a while. According to providers, it was difficult to obtain services for such persons when they were out of control. Relative to this situation, one provider met with the superintendent of Springfield Hospital Center, Dr. Book, to better coordinate referrals to that facility through the local hospital network.

ii. Substance Abusers

Substance abusers represented a significant number of the homeless population who both (a) utilized the shelter network and (b) were refused utilization of it. They tended to be single males and alcohol was the overwhelmingly predominant drug being abused.

Those with the most severe problems were screened from access to the system at intake. Those who were able to control their drinking enough to obtain a bed in a shelter tended to be able to keep shelter. Those who presented management problems either at intake or while in the shelter were asked to leave the shelter and were frequently referred to detoxification programs at local hospitals. Most refused the referral.

During interviews with providers, they reported that even those individuals who could control their drinking enough to stay in shelter tended to have poor judgment and planning skills, as well as difficulty in retaining employment.

For those individuals who could not manage themselves in the shelter network, providers recommended the development of specialized shelter arrangements to include availability of medical personnel and a greater staff to shelter guest ratio. For all homeless with alcohol problems, providers recommended the further development of alcohol programs to accommodate this group.

iii. Families

A concern raised more frequently by some family providers as FY'85 progressed was the need for more shelter beds for families. Particularly vocal were spokespersons for the Crisis Center and LES.

The Crisis Center and Greentree estimated a combined total of 12 families turned away each month during the past fiscal year. LES could not provide an estimate due to the complexity of the case processing system at the Department of Social Services. Stepping Stones reported that it turned away no families during FY'85.

When asked how many additional beds were needed, responses for Greentree, The Crisis Center and LES reflected an average of 25 more beds. Although the most frequent family constellation for those turned away was a mother with 2+ children, some providers felt that there also needed to be more beds for intact families as well.

LES and The Crisis Center both recommended the opening of a county run family shelter with a structured program.

Also cited as a need was transitional shelter for families. Such a facility would allow for longer stays (of 3 to 6 months) than those possible in an emergency shelter setting.

The extended stay would provide the opportunity for a family to firmly re-establish itself as well as work with shelter staff on any underlying psychological issues or life skill deficits which may have caused their housing crisis.

2. Statistical Information

Weekly statistical reports were submitted by each shelter during FY'85. The same reporting form was used during FY'85 as had been used during the 1983-84 shelter season. In the appendices of this report are detailed charts of the statistics which were collected.

Several terms used in the charts require clarification. The number of persons who were not served is divided into two areas: the number of persons not served because the shelter was full and the number of persons not served because they were inappropriate for the shelter. A person is defined as inappropriate when he or she does not meet the eligibility criteria for the shelter.

A second term needing clarification is residency. A person is defined as a county resident when he or she gives a Montgomery County address (other than a shelter) as their last address. Conversely, the term "out of county resident" refers to someone who provided a last address which was located outside

Montgomery County.

FY'85 charts reflect a time period from July 1, 1984 through June 30, 1985. Although 9 overnight shelter programs, 2 day shelters, and 2 soup kitchens operated during FY'85, only 5 shelter programs and 1 soup kitchen were open for the entire 12 month period.

Winter 1984-85 spans the period from December 3, 1984 through April 28, 1985. Winter 1983-84 spans the period from December 1, 1984 through April 30, 1985. It is important to note that the Winter 1983-84 season is 5 days longer than the Winter 1984-85 season. This means that figures recorded in this study for Winter 1984-85 would have been higher had the exact periods been compared.

Following are some significant data regarding the shelter system during FY'85:

1. There were 35,951 available bed nights in the shelter system.
2. 137 beds were available at various times during the year.
3. The available beds were filled 87% of the time.
4. Total nights lodging provided was 33,534.
5. 50% of the night's lodging was provided to individuals; 48% was provided to families, and 2% was provided to couples.
6. 38% of the lodging was provided to men; 36% was provided

to women and 26% to children.

7. 2327 different individuals were served. This, however, is not an unduplicated count since a person might have received lodging at more than one shelter in the system.
8. 65% of the night's lodging were provided to county residents; 35% of the night's lodging were provided to non-county residents.
9. 1843 persons were not served. 1196 were turned away because the shelter was full. 647 were turned away because they were inappropriate for the shelter.
10. 145 different individuals made a total of 2908 visits to the 2 day shelters.
11. 86,993 meals were provided.

Following are some significant comparisons between Winter 1983-84 and Winter 1984-85:

1. Although the shelter network added 38 beds in the 1984-85 season, the rate of occupancy still rose from 83% during Winter 1983-84 to 88% during Winter 1984-85.
2. The number of night lodging provided increased from 11,723 to 16,366.
3. The number of different individuals served did not increase. 1182 different individuals were served during Winter 1983-84 and 1017 different individuals were served during Winter 1984-85.
4. The number of person turned away increased from 186 to

936. The number turned away because the shelter was full increased from 131 to 700. The number turned away because they were inappropriate for the shelter increased from 55 to 236.

B. INTERPRETATION OF DATA

This section of the study is intended to answer key questions regarding the shelter network. When dealing with the statistical data, the author will primarily make comparisons between Winter 1983-84 and Winter 1984-85 since this will yield more information about changes in shelter services and the homeless population than if the FY'85 cumulative statistics are used.

Question #1 - Is the present shelter system meeting the present need for shelter in Montgomery County? If the increase of 38 beds during Winter 1984-85 were meeting the need then one would expect (a) a leveling off or decrease in the number of persons turned away because a shelter was full and (b) a leveling off or decrease in the rate of occupancy of beds from the previous winter. In actuality, the number of persons turned away increased from 131 to 700 and the occupancy rate increased from 83% to 88%. This reflects that the demand for shelter was greater than the supply during FY'85.

Question #2 - Where does the need appear to be the greatest? Although the number of those turned away increased for all shelters, the greatest documented need seems to be for shelter beds for men. Of the 1,196 people turned away during FY'85 because a shelter was full, 989 were turned away from men's shelters. This finding supports the continued need for a men's winter overflow shelter during FY'86.

Although the need for family beds cannot be statistically verified through the present data collection system, providers reported a critical shortage of beds for this group. According to family provider estimates, 12 families are turned away each month.

Question #3 - Why is the system having difficulty meeting the need for shelter? One possible answer is that the problem of homelessness may be increasing at a rapid rate. Another may be that the system is not functioning to its greatest potential. Since the number of beds increased by 38 during Winter 1984-85, one would anticipate that more individuals would have been served during that winter than during the previous winter. The number of different individuals served during Winter 1983-84 was 1,182. The number served during Winter 1984-85 was 1017. This represents a decrease in the number of individuals served. This means that shelter users had longer stays this year than last year. This finding is born out by observations of providers who report that people are staying in their shelters longer because they cannot find affordable housing in the community.

The net effect seems to be that less people are using more beds and a greater number of people are being turned away because those already in shelter cannot find affordable housing in the community.

Another group not being served by the shelter system is those who present behavior management problems due to alcohol abuse, mental illness or a combination of the two. The number of these individuals is reflected in statistics about persons turned away because of inappropriateness. The number of persons turned away for this reason increased from 55 during Winter 1983-84 to 236 during Winter 1984-85. Over the entire 12 month period of FY'85, 647 such individuals were turned away from shelters. For these individuals, providers recommend alternative shelter and residential resources be developed.

In summary, the present shelter system is not meeting the total need for shelter in Montgomery County. The greatest demand seems to be for shelter beds for men and families as well as special settings for the intoxicated homeless and the mentally ill homeless. On close examination of the present shelter network, clients are moving through it slower this year than they did last year. Providers state that difficulty in finding affordable housing is a major obstacle to movement through the system.

As evidenced by the most recent shelter expansion, the addition of shelter beds seems to be an ineffective solution to the problem of homelessness in the County if it is perceived as the only solution. The data indicates that an increase of low-income housing stock, into which shelter guests can move, is essential if either the present shelter network or an expanded system is to serve the greatest number of persons possible. For those individuals who are not being served by the system due to unmanageable alcohol problems or mental illness, alternative housing or shelter arrangements need to be developed.

C. PROVIDER RECOMMENDATIONS FOR IMPROVEMENT OF SERVICES FOR THE HOMELESS

The shelter and soup kitchen providers were asked to identify those items which would improve their service delivery.

The items most frequently mentioned by shelters were:

1. The need for boarding houses, both structured and unstructured.
2. The need for more subsidized and low-income apartment units.
3. The need to decrease discharge referrals from Springfield Hospital Center to the shelters.
4. The need to increase Health Department Aftercare Program staff.
5. The need to develop detoxification and shelter services for the homeless alcoholic.
6. The need for additional shelter beds for families.
7. The need for advance planning of a men's winter overflow shelter for FY'86.
8. The need to increase public awareness about the problem of homelessness.
9. The need to continue to impact on state legislation to increase resources for the homeless.

The soup kitchens were also asked to identify items which would improve service delivery. Gaithersburg Community Soup Kitchen reported that increased community support is needed, as well as an up-county winter shelter for 12 chronically homeless Gaithersburg men. Shepherd's Table, operating to capacity, identified the need to provide more meals. Spokespersons for the soup kitchen felt that this could be done by (a) opening a second site to serve subsidized meals to non-homeless persons and (b) developing an on-site feeding program at Carroll House to serve its own guests. Shepherd's Table also expressed a need for more boarding houses and case management services.

III. RESOURCES

A. SHELTER AND SOUP KITCHEN RESOURCES IN MONTGOMERY COUNTY

1. Overnight Shelters

During FY'85 a total of 8 overnight shelter sites operated in Montgomery County. They provided 146 beds during the winter months and 109 beds during the non-winter months. This bed count does not include beds available through the Department of Social Services Local Emergency Shelter Program which places homeless individuals and families in motel rooms. The overnight shelters were as follows:

1. Bethesda Shelter for Men
2. Carroll House Shelter for Men
3. Community Crisis Center
4. Greentree Shelter for Women
5. Men's Emergency Overflow Shelter at Lincoln Park (temporary site)
6. Rainbow Place for Women
7. Stepping Stones for Families
8. Women's Emergency Overflow Shelter at Gude Drive (temporary site)

For program descriptions of the shelters and the Department of Social Services Motel Program please see Appendix II. For a summary of comments from service providers please see Appendix III.

2. Day Shelters

FY'85 marked the first year for day shelters in Montgomery County. The Rockville United Methodist Church (RUMC) Shelter opened its doors to homeless women on November 1. Located across the street from Rainbow Place Shelter, RUMC day shelter was frequented by Rainbow clients. On January 20, the Wheaton Drop-In Center opened to provide daytime shelter to homeless men. Carroll House and Lincoln Park Overflow clients were the primary users of this site. Both shelters closed for the season on May 3rd because of a drop in attendance associated with the mild weather. For program descriptions, see Appendix II.

3. Soup Kitchens

Two soup kitchens operated in FY'85. Both are ecumenical efforts. Shepherd's Table in Silver Spring was open for the entire period. It expanded its program when it agreed to become the shuttle bus pickup point for men going to Carroll House in the evening. Shepherd's Table counseling staff also worked closely with both Carroll House and Lincoln Park overflow staff to place additional men needing shelter during the inclement weather of February and March of 1985.

As previously mentioned, in October of 1984, Gaithersburg Community Soup Kitchen (also known as the Lord's Table) began serving meals at St. Martin's Church in Gaithersburg. The County provided $5,700 to assist with renovation of its kitchen. Lord's Table has become a barometer to measure quickly the needs of the upcounty homeless.

For program descriptions of the soup kitchens, see Appendix II. For a summary of comments by soup kitchen providers please see Appendix III.

4. Volunteerism

During FY'85, 57,338 hours of volunteer work were provided to the emergency shelter and soup kitchen network. The dedication and commitment of these persons was often cited by both shelter and soup kitchen staff as a key strength of their programs. In some instances, programs were totally volunteer operated. Two examples of this were Rainbow Place Shelter and Gaithersburg Community Soup Kitchen.

Volunteer activities ranged from youth groups painting doors to doctors providing medical treatment to shelter guests. A spectrum of volunteer training was also available, from one session orientations to 12 weeks of intensive counseling training.

B. OTHER AVAILABLE SOURCES TO SERVE THE HOMELESS

Following are resources which can alleviate or prevent homelessness:

1. Governmental Resources
   a. Housing Opportunities Commission
      i. Housing Information Center
      ii. Operation Match
      iii. Section 8 Housing
      iv. Public Housing
   b. Montgomery County Department of Housing and Community Development Rental Assistance Program

- c. Department of Social Services Local Emergency Shelter Program (non-shelter component)
- d. Montgomery County Department of Family Resources Maryland Energy Assistance Program
- e. Council of Governments Agreement

2. Voluntary Organization Resources
   - a. Community Ministries
     - i. Grant Assistance Program
     - ii. Rockville Emergency Assistance Program
   - b. American Red Cross Disaster Services Program
   - c. Associated Catholic Charities Emergency Assistance Program
   - d. FISH/HELP groups
   - e. Emergency assistance through individual religious congregations and service clubs

For program descriptions of each of the forementioned resources please see Appendix IV.

C. FUNDING

During FY'85, a total of $395,940 was expended on shelter services. Of this amount, $223,000 were County funds. The County also decided to use $123,000 in Community Development Block Grant money from the Federal Government for shelter services. A State of Maryland Community Services Block Grant for $26,500 was used to fund the shelters coordination position recommended in the 1983-84 Shelter Analysis.

$23,440 was awarded to Montgomery County from state funds designated for homeless services by House Bill 1415. The amount was designated by the Governors Advisory Board on Shelter, Nutrition and Service Program for Homeless Persons in Maryland. Two representatives from Montgomery County were members of the Board. The formula for distribution of money was based on the following criteria: (1) number of unemployed in each jurisdiction (2) rate of unemployment and (3) number of people under a designated poverty level. The contracting agency for Montgomery County was the Department of Family Resources. Allocation of the $23,440 was determined jointly by DFR and the Coalition for Emergency Shelter Providers through a Request for Proposal process. The subcontractors chosen were: Baptist Home for Children (Greentree Shelter), Community Ministries of Montgomery County, Gaithersburg Community Soup Kitchen and Stepping Stones Shelter. For information on the amount awarded to each shelter and the services provided with it, please see Appendix VI.

Funding which was allocated through the HB 1415 legislation has now been incorporated into the Governor's budget for FY'86. Distribution of this money will not be based on a formula as in the previous year but rather on the basis of how well each jurisdiction's proposed services meet program priorities.

Funding of $436,500 has been allocated for shelter services in Montgomery County for FY'86. Of this, $340,000 is County funding to be utilized for the operation of shelters and the LES motel program. A Community Services Block Grant from the State of Maryland for

$26,500 is funding the shelters coordination position for a second year. A Community Development Block Grant for $70,000 has also been allocated for the operation of shelters. For an overview of shelter services funding, please refer to Appendix V.

In general, the major funding base for homeless services in Montgomery County is shifting from Federal sources to County Government sources. Reflecting this shift is the fact that County funding has increased from 10% of the total funds in FY'84 to a projected 78% of the total amount for FY'86.

Of significance to the discussion of funding is the passage of the Rental Housing Resource Program (SB 350) by the State Legislature during its 1984-85 session. This bill established a non-profit corporation to be funded from the voluntary contributions of realtors of interest from escrow accounts on real estate transactions. The corporation, in turn, will make grants, loans, or provide reinsurance for renovation or construction of low income rental units. By law, the program will not be implemented until July 1, 1986. The success of the program will be directly dependent on realtor participation.

APPENDIX I

BACKGROUND 1980-84 (Excerpted from Montgomery County Emergency Shelter Service Analysis 1983-84)

The Human Services Consortium began to consider the complex problem of homelessness and the need [illegible] emergency shelter by establishing a committee in 1980 to study the adult shelter needs in Montgomery County.

In addition, State and local efforts to deinstitutionalize mentally disabled individuals resulted in an increasing number of these vunerable individuals in the community often without the necessary housing and support services. Advocacy groups and communities began to voice concern over the number of deinstitutionalized individuals in need of emergency shelter and meals.

In February of 1982, the Housing Subcommittee of the Community Action Board (CAB) first discussed the issue of emergency housing and urged the County government to take immediate action.

During the winter of 1982-83, County officials and Department of Family Resources personnel became increasingly concerned over the number of homeless persons who were occupying public libraries, all-night drug stores, and a variety of public buildings as a refuge from the elements. While there were two emergency shelters operated by private non-profit organizations, the number of beds did not appear to be adequate to meet the demand.

The news media effectively focused the community's attention on the plight of the homeless individuals and very dramatically highlighted the need for local governments to take a more active role in responding to these needs. Various private individuals and advocacy groups called for services for homeless persons. Some, in fact, began to deliver services themselves.

County Executive Gilchrist directed DFR with its mandate to coordinate the delivery of human services to plan for and coordinate the delivery of emergency shelter services. The goal was to provide a warm safe place and a nutritious meal for homeless persons, especially in the bitter winter months.

Because of its overall concern for handicapped individuals and the high number of chronically ill persons among the homeless population, the Division of Services to Handicapped Individuals (DSHI) was asked to take the lead role in coordinating existing shelter services and developing additional beds to fill gaps in the shelter network.

As a beginning step, in February 1983, DFR convened a Shelter Work Group comprised of existing shelter providers, church and volunteer organizations, and staff from relevant County departments. After a brief survey of existing resources and an estimate of the need, the Work Group identified homeless men as the priority population in need of emergency shelter beds. In accordance with the County's competitive bid process, a Request for Proposal was developed and advertised. As suspected -- this population being extremely difficult to serve -- only two bids were received, both from agencies with a record of experience working with homeless persons.

The proposals were reviewed and a contract was awarded to the highest ranked proposal - the Salvation Army. The Bethesda Shelter for Men opened on November 22, 1983 with the capacity to serve 15-18 men.

APPENDIX II

Shelter Programs and Soup Kitchens Operating during FY '85

A. Overnight Shelters

1. Bethesda Shelter for Men
Salvation Army
Bethesda, Maryland 20814
Telephone: 986-8998
Population served: Men only.

This facility provides from 15-18 beds for men in a business district setting. It is open from 5 p.m. to 8 a.m., seven days a week, year round. No one under the influence of alcohol or drugs, or possessing weapons, or a danger to himself or others is permitted. Breakfast and dinner are provided. A caseworker is available to provide information and referral and counseling. There are three full-time paid staff. There is no fee.

2. Carroll House
Associated Catholic Charities
2699 Linden Lane
Silver Spring, Maryland 20910
Telephone: 495-4900
Population served: Chronically homeless men only.

This County-funded facility provides beds for 20 homeless men on the grounds of the Walter Reed Annex in Forest Glen. Hours of operation are 6:30 p.m. to 8:30 a.m., 7 days a week. Four full-time and 1 part-time worker staff the shelter. No meals are offered. Light breakfast foods and evening snacks are available. There are shower and laundry facilities. Casework services are available as well as bi-weekly outreach by a medical doctor. AA meetings are also held on the premises. A shuttle bus leaves Shepherd's Table Soup Kitchen to the shelter at 7:15 p.m. nightly. There is no fee. Please call for reservation.

3. Community Crisis Center
Montgomery County Health Department
4910 Auburn Avenue
Bethesda, Maryland 20814
Telephone: 656-9161
Population served: Men, women and children with short term crisis situations.

This shelter program has four beds and is co-located with a 24-hour telephone and walk-in counseling center. Shelter on a one-night emergency basis with meals is available to men, women and children year round. No one under the influence of alcohol or drugs or exhibiting out-of-control behavior is permitted. Two paid staff oversee the shelter at any given time.

4. Greentree Shelter
P.O. Box 34250
Bethesda, Maryland 20817
Telephone: 365-2[illegible]
Population served: Women and women with children who do not have severe emotional problems and are motivated to solve their housing crisis.

This facility can serve up to 40 single women and women with children. There is a daily charge of $23.67 per person which includes 3 meals a day, transportation, toiletries, baby food, infant formula, diapers and clothing, and child care. Special workshops are conducted weekly on parenting, housing and employment. Group and individual counseling is also available. The fee is paid by the Department of Social Services for those who are determined eligible. No one is turned away because of inability to pay. Greentree will not shelter persons who display violent behavior or who have alcohol, drugs or weapons in their possession.

5. Lincoln Park Emergency Overflow Shelter (Temporary Site)
Rockville, Maryland
Population served: Men only.

This facility was operated from 2-4-85 to 3-17-85 by United Church Center for Community Ministries with County funding. It was located in the Lincoln Park Community Center. Use of this space was donated by the City of Rockville. Clinton AME Zion Church provided a place for the men to stay from 7 p.m. to 9 p.m. on days when community programs were being run in the rooms used by the shelter.

6. Local Emergency Shelter Program
Montgomery County Department of Social Services
Telephone from 8:30 a.m. to 5 p.m.: 565-7792; 565-5745; 468-4353
(After hours, please call the Police Dept. for placement)
Population served: Men, women and children.

This program provides emergency shelter through appropriate vendors (cooperating motels, private non-profit shelters) for individuals and families on a per night basis year round. A next-day appointment is usually arranged with Department of Social Services staff to explore more suitable housing options, and assistance with other related programs.

7. Rainbow Place Shelter for Women
Rockville Presbyterian Church
Rockville, Maryland 20850
Telephone: 762-3363
Population served: Women only.
Hours of operation: 7 p.m. to 7 a.m.

This facility provides beds for 25 women from November through March in a church on a first-come, first-served basis. One may not bring alcohol, drugs or weapons into the facility. Limited counseling and referral services are provided, as well as breakfast, bag lunch, and dinner. The program is staffed entirely by volunteers. Two people are on duty each night. There is no fee for service. Showers and laundry facilities are also available.

8. Stepping Stones Shelter, Inc.
P.O. Box 712
Rockville, Maryland 20850
Telephone: 251-0567
Population served: Families and individuals with motivation to make changes in their current situation.

Stepping Stones provides shelter on a 24-hour basis year round. All potential residents must be telephone assessed prior to acceptance. Fifteen beds are available and breakfast, lunch and dinner are provided. Counseling and information and referral are also offered. The atmosphere is home-like and residents are requested to assist with the upkeep of the house. There are 4 full-time staff, 4 relief workers, and a supplement of volunteers. The shelter has a sliding fee scale based on ability to pay which can be waived if a person is determined to be eligible. No one under the influence of alcohol or drugs will be sheltered.

9. Women's Emergency Shelter (Temporary site)
Associated Catholic Charities
600 Gude Drive
Rockville, Maryland 20850
Telephone: 294-0898
Population served: Women only.

This temporary site was initially opened on April 1, 1985 to provide shelter for the women previously served by the Rainbow Place. Hours of operation are 7 p.m. to 7 a.m. nightly. Although no meals are provided, light snacks are available as well as casework services, and shower facilities. There is no fee. Guests can only be referred through another shelter.

B. Day Shelters

1. Rockville United Methodist Church Shelter
112 North Montgomery Avenue
Rockville, Maryland 20850
Telephone: 340-7157
Population served: Women only.

This facility is open during the cold weather months from 2 p.m. to 6:30 p.m. daily. It is operated by Associated Catholic Charities with funding from Montgomery County for 2 staff positions. A volunteer management team from RUMC works in tandem with paid staff to provide a warm, dry and safe place for homeless women. Light snacks and counseling services are available. During FY '85 the shelter operated from November 1 to May 3. It will re-open in October of 1985. There is no fee.

2. Wheaton Drop-In Center
Associated Catholic Charities
11037 Viers Mill Road
Wheaton, Maryland
Telephone: 933-2973
Population served: Men only.

This facility is open during the cold weather months from 1 p.m. to 6 p.m. daily. It is operated by Associated Catholic Charities with funding by Montgomery County. Light snacks and counseling services are available. During FY '85, the shelter opened from Jan. 21 to May 3. It will re-open in October of 1985. There is no fee.

C. Soup Kitchens

1. Gaithersburg Community Soup Kitchen
St. Martin's Church
Corner of Summit Avenue and Route 355
Gaithersburg, Maryland
Telephone: 330-5812 (1 p.m. to 6 p.m., Monday through Friday)

This program serves dinner Monday through Friday from 3:30 p.m. to 4:30 p.m. The program offers referrals to shelters and other community resources. The program is staffed entirely by volunteers. There is no fee for services.

2. Shephard's Table
835 Bonifant Street
Silver Spring, Maryland 20910
Telephone: 585-6463

This program serves dinner on seven nights a week, year round. There are two part-time staff who manage the food service and those volunteers who staff the kitchen. Additional volunteers provide counseling and referrals to community resources. Clothing and showers are available on Wednesdays and Saturdays from 10 a.m. to noon. There is no fee for services.

APPENDIX III

SUMMARY OF COMMENTS FROM SERVICE PROVIDERS

FACILITY	SELF-REPORTED PROGRAM STRENGTHS	IMPROVEMENTS WOULD LIKE TO MAKE
OVERNIGHT SHELTER PROGRAMS:		
Bethesda Shelter for Men	- The caring environment	- More involvement with area churches for food and clothing donations - Increase beds by 25%
Carroll House	- Because of the extended stay policy, men have an opportunity to work on a number of problems in addition to solving their housing crisis - Staff has a strong background in social work & psychology - The building is set up well for supervision of guests	- Have a part-time psychiatrist for: therapeutic sessions to prescribe medicine assist with someone who needs to be hospitalized - More volunteer involvement from immediate neighborhood and Army
Community Crisis Center	- Professional counseling staff	- More beds - Increase length of stay to one week so staff can have more time to work with clients
Greentree	- Offer comprehensive service including child care, parenting workshops, employment and housing workshops, group and individual counseling	- More secure funding - Upgrade physical structure of shelter - Develop second stage housing component - Get a new van - Add a residential staff position
Local Emergency Shelter Program (LES)	- Workers actively plan and discuss with clients the causes of their housing crisis and providing alternatives to solving it - Have the ability to pay rental deposits - Response time is quick	- Generate more rooms for rent in the community - More low and moderate income housing

FACILITY	SELF-REPORTED PROGRAM STRENGTHS	IMPROVEMENTS WOULD LIKE TO MAKE
Men's Overnight Overflow Shelter at Lincoln Park (temporary site)	- Cooperation and support of the City of Rockville and Montgomery County Government	- Have a shelter site which is more centrally located and does not interfere with community programming - Have staff and volunteers trained before the shelter opens
Rainbow Place	- Flexibility to accept anyone - Home-like environment for people who have no other caring options	- A paid staff person to be there every night to supplement volunteer staff and maintain consistency - Daytime advocates to help guests follow through with obtaining entitlements and other social services - A place other than an emergency room to send guests who have minor physical ailments
Stepping Stones	- Family-type setting - Focus on helping people to help themselves	- Part-time child care services - Part-time staff person to take residents to look for employment or housing - Do more follow-up of residents after they leave the shelter - Buy a van to pick up donations
Women's Emergency Shelter at Gude Drive (temporary site)	- Professional casework services	- Location of a more appropriate permanent site which allows for more privacy

FACILITY	SELF-REPORTED PROGRAM STRENGTHS	IMPROVEMENTS WOULD LIKE TO MAKE
DAYTIME SHELTER PROGRAMS:		
RUMC Women's Day Shelter	- Warm, safe haven	- Provide counseling in daily living skills and job preparation
Wheaton Men's Drop-In Shelter	- Warm, safe environment with professional services available - Accessibility to public transportation and community resources	- Have volunteers with special skills to facilitate innovative program activities
SOUP KITCHEN PROGRAMS		
Lord's Table Soup Kitchen	- Staff attitude of respect for clients - Excellant food	- Recruit volunteers who will give a longer term commitment - More support from Gaithersburg City Council and local community
Shepherd's Table Soup Kitchen	- Good Board of Directors, managers and volunteers	- Develop second site to serve subsidized meals to non-homeless

APPENDIX IV

Other Available Resources to Serve the Homeless

A. Governmental Resources

1. **Housing Opportunities Commission**

   a. **Housing Information Center** - Comprehensive housing counseling which includes; referrals to affordable units, mortgage default, rent delinquency, eviction prevention, housing selections, and a myriad of other services. Places individuals on waiting lists for public housing and Section 8 Rent Assistance programs.

   b. **Operation Match** - Matches individuals in need of housing with small households who have homes to share. Final selection is made by the homeowner.

   c. **Section 8** - Rent subsidy program for individuals or families who qualify by income. Application puts a household on a waiting list. Position on the waiting list is based on a priority points system.

   d. **Public Housing** - Rental housing at a reduced fee for individuals or families who qualify by income.

2. **Montgomery County Department of Housing and Community Development Rental Assistance Program** - This program provides rental assistance to those paying over a certain percentage of their income for rent. Recipients must be leaseholders in Montgomery County and have occupied the unit for at least six months.

3. **Department of Social Services Local Emergency Shelter Program** (non-shelter component) - Besides the "motel program" referred to in other areas of this study, the LES program also provides funds to pay for outstanding utility bills, rent, or security deposits.

4. **Montgomery County Department of Family Resources Maryland Energy Assistance Program** - This program operated by the Division of Community Action and funded by Federal monies helps pay low-income, elderly and handicapped citizen's fuel bills during the winter months.

5. **Council of Governments Agreement (COG)** - FY '86 marked the signing of the COG Agreement. Through this cooperative effort, the homeless persons can receive shelter in other jurisdictions if there are no vacant beds in their "home jurisdiction." Systems have been established in all participating jurisdictions to process referrals, billing, and payments. Montgomery County can receive in-coming referrals through Carrol House Shelter. Referrals to other jurisdictions are to be processed through the Community Crisis Center

and paid for by the Local Emergency Shelter Program of the Department of Social Services.

The other signatory jurisdictions are: District of Columbia, City of Alexandria, Arlington County, City of Falls Church, Prince William County, Prince Georges County, and the City of Greenbelt.

No homeless from other jurisdictions were sheltered in Montgomery County through the COG Agreement; Montgomery County made no referrals in FY '85 under the agreement.

B. Voluntary Organization Resources

1. **Community Ministries**

   a. **Grant Assistance Program** - Private funds available through church contributions for emergencies. For housing emergencies, grants of up to $50 are available and can be used to help pay security deposits, rent, or for any other type of housing related crisis.

   b. **Rockville Emergency Assistance Program** - This program provided up to $100 in assistance for food, clothing, shelter, transportation, and medical needs. Persons in housing crisis must present an eviction notice.

2. **American Red Cross Disaster Services** - This program provides food, clothing, shelter, medical services, and basic household furnishings to individuals and families who are driven from their homes (rented or owned) by such disasters as fires, floods, hurricanes, and chemical spills.

3. **Associated Catholic Charities** - Provides limited emergency funds for individuals and families on a per case basis for overdue utilities and rent, security deposits, medical expenses, food and transportation.

4. **FISH/HELP Groups** - Some of the local FISH/HELP groups have discretionary funds that can be used for emergencies.

5. Individual religious congregations and service organizations provide a variety of cash and in-kind assistance.

APPENDIX V

FEDERAL, STATE & COUNTY FUNDS EXPENDED IN MONTGOMERY COUNTY ON SHELTER SERVICES & PROJECTED FUNDS FOR FY '86

	FY '83	FY '84	FY '85	FY '86
Federal	20,000 CDBG[1]	233,000 CDBG 41,508 FEMA[2]	123,000 CDBG	70,000 CDBG
State			26,500 CSA[3] 23,440[4]	26,500 CSA
County	37,000 LES[5]	30,000 LES	33,000 LES 190,000 DFR	40,000 LES 300,000 DFR
TOTALS	57,000 FY '83	304,508 FY '84	395,940 FY '85	436,500 FY '86

1 - CDBG = Community Develop Block Grant

2 - FEMA = Federal Emergency Management Administration

3 - CSA = Community Services Administration

4 - HB 1415 Funds; The funds to be received during FY '86 are unknown at this time.

5 - LES = Local Emergency Shelter Program
(Through Department of Social Services for motels and temporary sheltering only)

APPENDIX VI

ALLOCATION OF

HB 1415 FUNDING IN MONTGOMERY COUNTY

FY '85

SUB-CONTRACTOR	AWARD	PURPOSE
Baptist Home for Children (Greentree Shelter)	$6,385	Purchase of shelter nights
Community Ministries of Montgomery County	$4,770	-Vouchers for client meal purchase -Transportation
Gaithersburg Community Soup Kitchen	$5,900	Food Supplies
Stepping Stones Shelter	$6,385	Repair of Building
TOTAL AWARD =	$23,440	

APPENDIX VII

OVERVIEW OF SHELTER NETWORK, FY '85

SHELTER	NUMBER OF BEDS AVAILABLE PER NIGHT	RATE OF OCCUPANCY	TOTAL # OF NIGHTS LODGING PROVIDED
Bethesda Men's Shelter	15	107%	5,861
Carroll House (opened 11-26-84)	20	111%	4,841
Crisis Center	4	38%	562
Greentree	40	84%	12,183
LES*	N/A	N/A	1,075
Men's Emergency Overflow Shelter in Lincoln Park (2-4-84 to 3-17-84)	18	85%	610
Rainbow Place (11-1-84 to 4-1-85)	25	69%	2,556
Stepping Stones	15	86%	4,669
Women's Emergency Overflow* Shelter at Gude Dr. (opened 4-1-85)	N/A	N/A	1,177
TOTAL	137	87%	33,534

* LES had no rate of occupancy and no set number of beds available per night since it is used on an as-needed basis.

** The Women's Emergency Overflow Shelter had no rate of occupancy because it had no designated number of beds. The facility opened with the sole purpose of providing shelter to the women of Rainbow Place who still needed shelter after that facility closed on 4-1-85.

APPENDIX VIII

TOTAL NUMBER OF NIGHTS LODGING PROVIDED, FY '85 BY SHELTER

Facility/Shelter Program	Men	Women	Children	TOTAL
Bethesda Shelter	5,861			5,861
Carroll House	4,841			4,841
Crisis Center	184	236	142	562
Greentree		5,679	6,504	12,183
LES	179	114	208	501
Lincoln Park Overflow	610			610
Rainbow Place		2,556		2,556
Stepping Stones	995	1,851	1,823	4,669
	12,670	11,613	8,677	32,960

APPENDIX IX

NUMBER OF PERSONS NOT SERVED

IN FY '85

Facility/Shelter Program	Because the Shelter was FULL	Because the Person was INAPPROPRIATE	TOTAL
Bethesda Shelter	415	202	617
Carroll House	574	36	610
Crisis Center	97	337	434
Greentree	110	65	175
Men's Emergency Overnight Shelter in Lincoln Park	N/A		
Rainbow Place	0	2	2
Stepping Stones	0	0	0
Women's Emergency Overflow Shelter at Gude Drive	N/A		
	1,196	647	1,843

Single men seemed to be turned away most often because a shelter was full.

APPENDIX X

NIGHT'S LODGING PROVIDED
TO COUNTY AND OUT OF COUNTY RESIDENTS, FY '85
BY SHELTER

FACILITY/SHELTER PROGRAM	PERCENTAGE OF NIGHTS LODGING TO COUNTY RESIDENTS	PERCENTAGE OF NIGHTS LODGING TO OUT-OF COUNTY RESIDENTS
Bethesda Men's Shelter	52%	48%
Carroll House	96%	4%
Crisis Center	88%	12%
Greentree	21%	79% *
LES**		
Men's Emergency Overflow Shelter at Lincoln Park ***		
Rainbow Place	100%	0%
Stepping Stones	88%	12%
Women's Emergency Overflow Shelter ****		
TOTAL	65%	35%

* This figure predominantly reflects nights of lodging for District residents paid for by the Government of the District of Columbia through a contractual arrangement with Greentree Shelter.

** The LES program is designed to serve County residents.

*** The Men's Emergency Overflow Shelter in Lincoln Park and The Women's Emergency Overflow Shelter did not record this information about its guests.

**** More night's lodging were provided to County residents than to non-county residents. If Greentree is removed from the calculation, the figure jumps up to 87% of the night's lodging provided to County residents.

APPENDIX XI

DAY SHELTERS, FY '85

FACILITY	# of Visits	# of Individuals
Rockville United Methodist Church Women's Day Shelter (11-1-84 to 5-3-85)	2,002	57
Wheaton Men's Drop-In Center (1-21-85 to 5-3-85)	906	88
TOTAL	2,908	145

APPENDIX XII

NUMBER OF MEALS PROVIDED, FY '85

BY FACILITY

FACILITY/SHELTER PROGRAM	NUMBER OF MEALS
Bethesda Men's Shelter	8,844
Crisis Center	614
Gaithersburg Community Soup Kitchen	5,152
Greentree	36,763
Rainbow Place	6,869
Shepherd's Table Soup Kitchen	24,028
Stepping Stones	4,552
Women's Emergency Overflow Shelter at Gude Drive	171
TOTAL NUMBER OF MEALS	86,993

APPENDIX XIII

TOTAL NUMBER OF NIGHTS LODGING PROVIDED

COMPARISON OF WINTER 1983-84 TO WINTER 1984-85

	Winter of 1983-84		Winter of 1984-85	
Men	4,026	(34%)	6,728	(41%)
Women	4,080	(35%)	5,894	(36%)
Children	3,617	(31%)	3,744	(23%)
TOTAL	11,723		16,366	

In a comparison of the 2 winters, the percentage of night's lodging provided to women remained approximately the same. The percentage of night's lodging to children decreased while the percentage of night's lodging to men increased.

APPENDIX XIV

RATE OF OCCUPANCY

COMPARISON OF WINTER 1983-84 TO WINTER 1984-85

	Winter 1983-1984	Winter 1984-1985
Bethesda Shelter	97%	99%
Carroll House	N/A	117%
Crisis Center	41%	30%
Greentree	80%	84%
LES*	N/A	N/A
Lincoln Park	N/A	81%
Rainbow Place	47%	77%
Stepping Stones	67%	90%
Women's Emergency Overflow Shelter **	N/A	N/A
Average for Entire Winter for Entire Network	83%	88%

* LES has no rate of occupancy since it is used on an as-needed basis.

** The Women's Emergency Overflow Shelter at Gude Drive also had no rate of occupancy because it had no designated number of beds. The facility opened with the sole purpose of providing shelter to the women from Rainbow Place who still needed shelter after that facility closed on 4-1-85.

This chart shows that the rate of occupancy increased by 5% even though the network increased its capacity by 38 beds.

APPENDIX XV

NUMBER OF DIFFERENT INDIVIDUALS SERVED

COMPARISON OF WINTER 1983-84 TO WINTER 1984-85

	1983-84 Winter	1984-85 Winter
December	221	157
January	214	160
February	218	127
March	266	171
April	178	127
Silver Spring Churches and Synagogues (1/84-4/85)	85	N/A
LES (12/84 - 4/85)		275
TOTAL	1,182	1,017

This chart shows that the number of different persons served decreased even though the shelter system expanded.

APPENDIX XVI

NUMBER OF PERSONS NOT SERVED

COMPARISON OF WINTER 1983-84 TO WINTER 1984-85

	Because the Shelter was FULL		Because the Person was INAPPROPRIATE	
	Winter 1983-84	Winter 1984-85	Winter 1983-84	Winter 1984-85
December	14	19	10	54
January	45	181	13	72
February	22	223	14	35
March	15	199	9	46
April	35	78	13	29
	131	700	55	236

186 = Total number turned away during Winter 1983-84

936 = Total number turned away during Winter 1984-85

FREDERICK
DOUGLASS
COMMUNITY IMPROVEMENT COUNCIL

November 23, 1985

Elisabeth Huguenin
President
Board of Directors
Coalition for the Homeless
1419 V St., N.W.
Washington, D.C.   20009

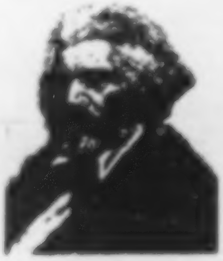
Dear Ms. Huguenin:

I believe that the success of the Anacostia Shelter will be dependent on your flexibility and creativity in working out a partnership with our community -- a partnership that must exhibit sufficient respect so as to diminish the neighborhood anxiety over the shelter's proximity to our homes and schools.

The brief history of the association between the "Coalition" and the Anacostia community has been one of confrontation, an adversarial relationship that has benefited neither party. Now, with the shelter open, it is *possible* that less strident voices may set the tone.

The Frederick Douglass Community Improvement Council (the civic association serving the Old Anacostia area) has organized a committee on this issue, a committee that I Chair. We are implementing a constructive policy, by which, we hope to solve some of the more nagging shelter issues. At a meeting on 11/18 we established three main points:

1. to separate the Green Line from the shelter, and to make sure that the subway to Anacostia is not "held hostage" for increased District participation in this issue;
2. to assist the Coalition in finding additional locations and thereby either insure that this sight closes in six months or, at least, becomes one of a minimum of eight facilities in a scattered sight program for homeless men;
3. to establish a clearly defined monitoring roll for the community, wherein we could amend, change, or stop offensive procedures or situations at the Anacostia sight.



c/o 1340 Valley Place, S.E., Washington, D.C. 20020   889-0118

To implement the first point; we have met with, and will continue to meet with U.S. Senators and Congressmen. While others work on the judical questions, we hope to work with Congress and demonstrate that it would be a disservice to Maryland, Virginia, the District of Columbia and OUR community to allow Green Line construction to be the ransom price of the Mayor's involvement.

To implement the second point we are proceeding on several fronts. One will be a letter from ANC 6C to the other ANCs, asking them for their support and help in finding other sights. Another will be to work with and through the Mayor's Office to assist in locating and opening those sights. A third is to discuss the need for additional sights with each of the federal officials we meet with. Other actions are pending additional study; and we are, of course, open to any suggestions as to how we can be most effective.

But, implementation of the third point is dependent on you.

As you know from the three party meeting at HHS (10/16/85), we would like an oversight roll for the Anacostia community that would be codified within an addendum to the existing contract between HHS and the Coalition. It was proposed that ANC 6C and ANC 8A select and define community representation to a board or panel; and that board/panel would: have input into the setting of policy for the Anacostia shelter; have direct access to shelter management for lodging of complaints concerning day to day implementation of policy; and be empowered to institute HHS contract cancellation review for *verified* negligent actions, or *verified* recalcitrant reactions with regard to *valid* community complaints. (Currently HHS only will institute a cancellation review based on monetary malfeasance or fiscal abuse.)

These points are negotiable . . . but they only can be negotiated if the Coalition responds. To date neither you nor the Coalition has responded to our proposals -- or to our community.

As stated, the Coalition's success will require your flexibility and creativity. No community in this city would be willing to accept your shelters if they feel the Coalition will be insensitive to them. On the other hand, a model program here would go a long way toward demonstrating that the needs of the homeless can be served without trampling on concerns of local residents.

Many in this community now believe that you have been stalling us while proceeding to do whatever you please, *i.e.* trampling on our concerns. We prefer to think that you have been preoccupied, and now that the shelter is open, you will promptly embark on a negotiated agreement with this community.

Sincerely,

L. Zapata
Chairperson

cc: Hon. Marion Barry
Hon. Ronald Dellums
Hon. Walter Fauntroy
Hon. Michael Barnes
Hon. Thomas J. Biley
Hon. Steny H. Hoyer
Hon. Charles Mathias
Hon. Warren Rudman
Hon. Thomas Eagleton
C. McClain Haddow
Ronald Willis
Dennis Bethea
ANC 6C
ANC 8A
Fairlawn Civic Ass.
others

LUTHER PLACE MEMORIAL CHURCH

REQUESTS PROPOSALS

FOR

21,407 SQUARE FOOT SITE

ZONED SP-2

FRONTING ON N STREET, N.W.,

VERMONT AVENUE & 14TH STREET, N.W.

NEAR THOMAS CIRCLE

WASHINGTON, D.C.

December 1, 1981

SUMMARY INFORMATION

INTRODUCTION:

Luther Place Church owns property on the north side of N Street, N.W. between 14th Street and Vermont Avenue, N.W. in fee simple without encumbrances. The property contains five townhouses. The church sponsors several community services in row buildings on the site. This community has become known as the N Street Village. The site also includes a surface parking lot.

The church wishes to develop the property in a manner that will enable it to meet the following objectives:

(1) Continue community services on or near the site;

(2) Provide income to enable the church to support and expand its mission activities; and

(3) Provide parking needed by the church.

The purpose of this document is to solicit proposals for development of the property under a lease and/or joint venture agreement that will meet the church's objectives. The church is open to creative ideas and ways to meet its objectives.

SITE:

The site is bounded by N Street to the south, 14th Street to the west, and Vermont Avenue to the east. It is located near Thomas Circle, N.W., Washington, D.C. adjacent to both Washington's growing downtown and several popular in-town residential neighborhoods, including the Logan Circle Historic District. The site contains 21,407 square feet. (See page 4.)

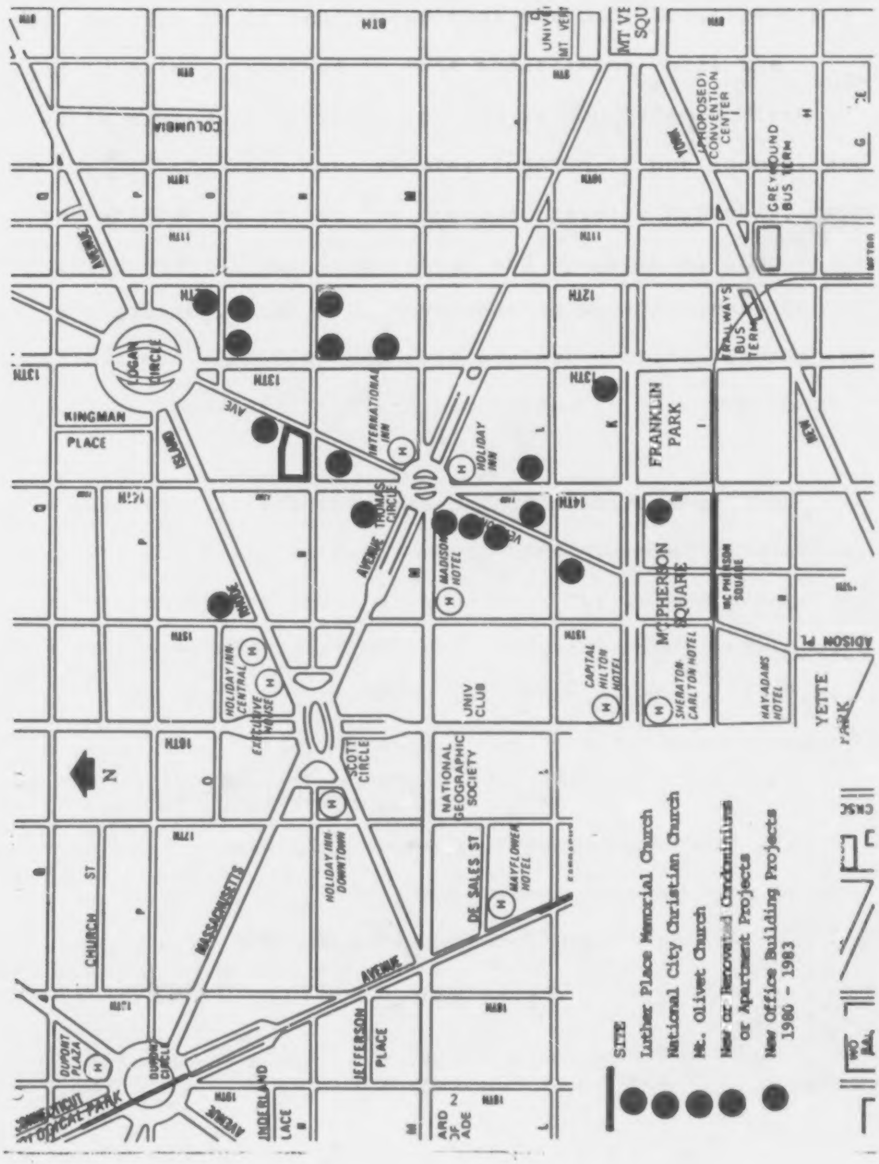
The site is vacant except for structures in the southwest portion of the site near the intersection of 14th and N Streets, N.W. The existing structures include four Victorian townhouses, one federal-facade townhouse facing N Street and one small store along 14th Street, all of which are currently used for church-supported missions.

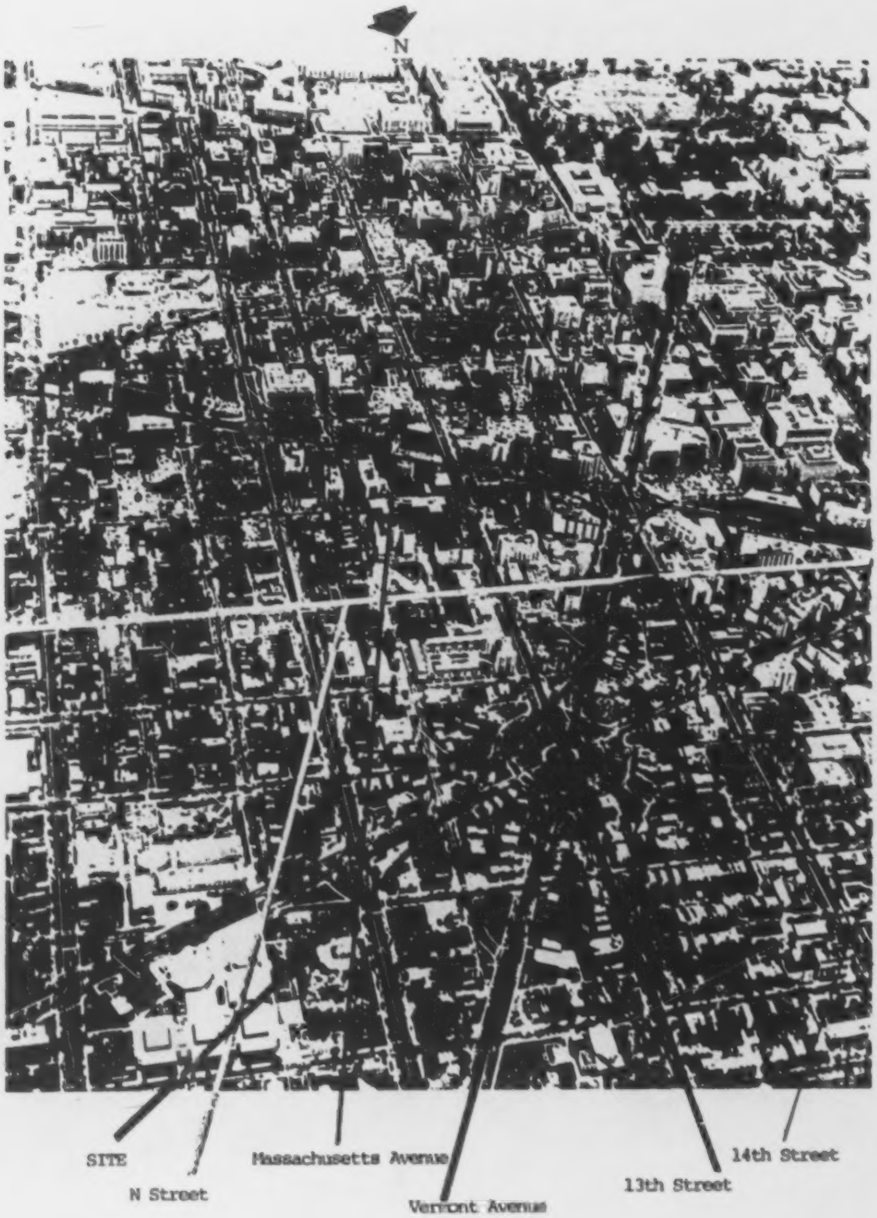
ZONING:

The site is zoned Special Purpose (SP-2). The SP-2 zone is a mixed-use zone which permits apartments as a matter of right and hotels and office space for special purpose users following Board of Zoning Adjustment approval.

The maximum FAR under SP-2 is 6.0, of which not more than 3.5 FAR may be used for non-residential uses. The maximum building height is 90 feet.

The site may qualify for a Planned Unit Development which permits a maximum FAR of 6.5. (See page 8).

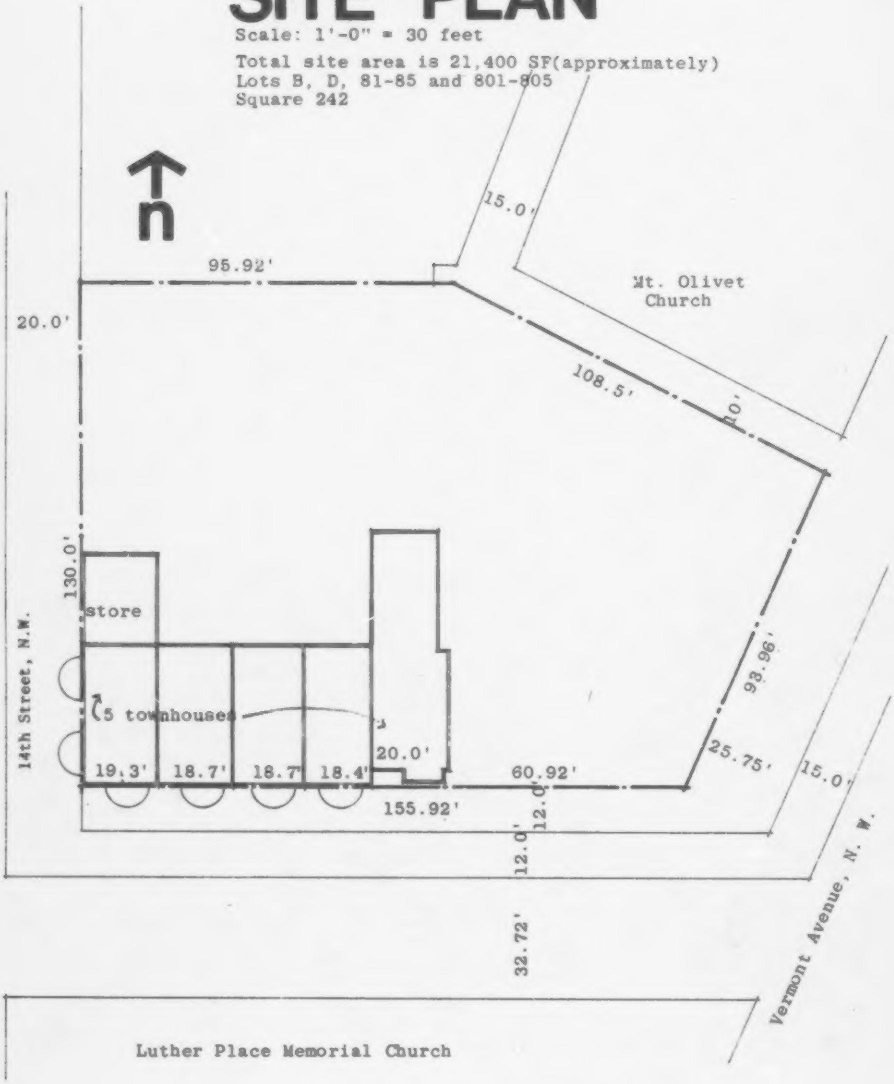

SITE
Luther Place Memorial Church
National City Christian Church
Mt. Olivet Church
New or Renovated Condominiums or Apartment Projects
New Office Building Projects 1980 - 1983
N
LOGAN CIRCLE
KINGMAN PLACE
THOMAS CIRCLE
SCOTT CIRCLE
DUPONT CIRCLE
DUPONT PLAZA
FRANKLIN PARK
McPHERSON SQUARE
NATIONAL GEOGRAPHIC SOCIETY
UNIV CLUB
INTERNATIONAL INN
HOLIDAY INN
MADISON HOTEL
CAPITAL HILTON HOTEL
SHERATON-CARLTON HOTEL
HAY-ADAMS HOTEL
HOLIDAY INN CENTRAL
EXECUTIVE HOUSE
HOLIDAY INN DOWNTOWN
MAYFLOWER HOTEL
DE SALES ST
JEFFERSON PLACE
CHURCH ST
MASSACHUSETTS AVENUE
CONNECTICUT AVENUE
RHODE ISLAND AVE
VERMONT AVENUE
NEW YORK
(PROPOSED) CONVENTION CENTER
GREYHOUND BUS TERM
TRAILWAYS BUS TERM
COLUMBIA
13TH
14TH
15TH
16TH
17TH
12TH
11TH
10TH
9TH


N
SITE
N Street
Massachusetts Avenue
Vermont Avenue
13th Street
14th Street

SITE PLAN

Scale: 1'-0" = 30 feet

Total site area is 21,400 SF(approximately)
Lots B, D, 81-85 and 801-805
Square 242


n
95.92'
15.0'
Mt. Olivet
Church
20.0'
108.5'
10'
130.0'
store
14th Street, N.W.
5 townhouses
93.96'
19.3'
18.7'
18.7'
18.4'
20.0'
60.92'
25.75'
15.0'
155.92'
12.0'
12.0'
32.72'
Vermont Avenue, N. W.
Luther Place Memorial Church

PROGRAM OBJECTIVES OF LUTHER PLACE CHURCH

Luther Place Church currently provides space in the existing structures on the site to a number of community outreach ministries. For the most part, these ministries are independent, non-profit corporations supported by an ecumenical group of sponsors. All of the ministries have limited budgets and, therefore, depend upon the in-kind support received from Luther Place in the form of rent-free space.

The total amount of space devoted to ministry in the existing structures is slightly more than 16,000 square feet, with approximately 75 percent used for residential ministries and the remainder for non-residential ministries.

At present the residential ministries include:

(1) Sarah House, which provides overnight shelter for approximately 20 homeless women, most of whom have severe mental or emotional problems;

(2) Bonhoeffer House, a residence for 8-10 volunteers who spend a year working in ministries on N Street and in other social justice agencies throughout Washington, D.C. through the Lutheran Volunteer Corps program;

(3) Abraham Welcome House, which provides a temporary home and acculturation services for 2-3 international refugee families (primarily Indochinese) after their arrival in the U.S., but prior to the identification of a sponsoring congregation or synagogue; and

(4) Deborah's Place, a temporary home for 6-8 women during their search for employment.

Non-residential ministries currently include:

(1) Bread for the City, an emergency food and clothing distribution center;

(2) Deborah's Place Thrift Shop, which offers clothing and other items to community residents at reduced prices; and

(3) Zacchaeus Medical Clinic, a medical facility providing free health care to indigent residents of the city.

Luther Place desires to maintain and expand this community of ministries which has become known as the "N Street Village." If additional space were available, Luther Place desires to establish one or more of the following new ministries:

- Temporary shelter for homeless families. Currently Luther Place has focused its shelter ministries on homeless individuals (primarily women). The temporary housing needs of homeless families are just as urgent and growing.
- A hospitality facility for visitors and new arrivals to the area who have not yet located permanent housing.
- Affordable housing for low- and moderate-income persons who are being displaced in growing numbers by condominium conversions and commercial development in downtown Washington.
- Office space for church-related agencies of the Lutheran Church and other denominations, and non-profit organizations involved in service/advocacy efforts.

DEVELOPMENT OBJECTIVES OF LUTHER PLACE CHURCH

Objectives of Luther Place Church in any redevelopment of the parcel include:

A. The church desires to continue the programs currently housed on the site or similar ministries. The building space needed is approximately 16,000 square feet (one quarter non-residential, three quarters residential). The options include:

   1. Permanent relocation of the existing ministries to convenient locations nearby and construction of a new building or buildings on the site.

   2. Construction of a new building (or buildings) on the site which contains space set aside for the ministries, with temporary relocation space for the ministries during construction. (This option could include renovation of the existing townhouses for the ministries and construction of a new building or buildings on the site, or demolition of the townhouses and new construction on the entire site, with space in a new building or buildings for the ministries.)

   3. Any combination of (1) and (2).

B. The church desires to preserve the option to acquire additional space for future use in any new structure(s) constructed on the N Street site. This option will enable the church to respond to community needs as they emerge and as the resources of the congregation permit.

C. The church needs approximately 50 parking spaces on the site or in the immediate vicinity of the church for members who attend Sunday church functions, and 30 spaces for evening functions during the week.

D. Income for the church to support its ministries.

ZONING CONSIDERATIONS

The site is zoned SP-2.

The SP-2 Zone is a mixed-use zone district which permits apartments and various other uses, including a community center building, as a matter of right. Following approval of the District of Columbia Board of Zoning Adjustment, the SP-2 district allows hotels and offices for chanceries, international organizations, professionals, non-profit associations and labor unions. Retail uses are limited to accessory uses if approved by the Board of Zoning Adjustment.

The SP-2 district allows a maximum building height of 90 feet. SP-2 allows a maximum floor area ratio of 6.0 (six times the lot area). The 6.0 FAR limit may be used as follows:

- A maximum 6.0 FAR in residential use
- A maximum of 3.5 FAR may be used for offices, hotels and other non-residential uses
- A mixture of the above uses (in a single building or separate buildings on the same lot with a "multiple building covenant"), provided that the total FAR does not exceed 6.0 and the amount of FAR devoted to non-residential uses does not exceed 3.5

The SP-2 district allows a maximum coverage of a building on a lot of 80% of the lot for residential buildings. Office buildings may cover the entire lot. Residential recreation space of at least 10% of the gross floor area of the building is required for apartment houses. A minimum rear yard of 12 feet is required. No side yard is required. No courts are required, but if provided must be at least 30 feet.

The parking requirements of the SP-2 Zone District are as follows:

- for residential uses: one for each four dwelling units
- for hotels: one for each four rooms or suites
- for offices: one for each 1800 square feet of office area but excluding the first 2000 square feet
- community center: based on "seating capacity"
- dormitory: one for each five beds.

The site may qualify for a Planned Unit Development which permits a maximum FAR of 6.5, of which not to exceed 4.5 FAR may be devoted to non-residential use.

The church has applied to the District of Columbia Government to close N Street, N.W. from Vermont Avenue to 14th Street.

Structures on southwest corner of site --
townhouses face on N Street.

Looking toward southeast corner of site --
intersection of N Street and Vermont Avenue.

Looking toward southwest corner of site -- intersection of N Street and 14th Street.

Looking east across back of site from 14th Street

EXPRESSIONS OF INTEREST

Luther Place Church wishes to receive expressions of interest concerning development of the subject property from any interested persons or groups. A two-stage selection process is involved. The first stage is submission of an expression of interest to be followed by interviews. The second stage involves selection of a final proposal or proposals for detailed submission of plans and negotiation toward an agreed transaction. Expressions of interest should be in letter form addressed to:

The Forward Planning Committee
Luther Place Memorial Church
1226 Vermont Avenue, N.W.
Washington, D.C. 20005

Letters containing an expression of interest should state how the writer would meet the church's objectives and should include a general description of the scope of the proposal. Interviews will be arranged between interested persons and groups and the Forward Planning Committee to answer questions and discuss proposals.

SELECTION

Following review of expressions of interest submitted, the church anticipates the asking of one, possibly two or three, interested developers to submit a formal proposal for development of the property. A more detailed proposal would be necessary at this second stage, including architectural concept plans, project cost estimates, sources of equity and long-term financing. Following selection of a single proposal, the church anticipates negotiating final details as to program, design and financial terms.

The church wishes to receive expression of interest within 60 days of the date of this document. Within 120 days thereafter the church anticipates selecting one or more developers to submit a formal proposal. Following such a submission an additional 90 days will be necessary to negotiate the final arrangements.

The church retains the right to reject any and all proposals or to extend the time for submission of proposals.

Please direct questions to Ms. Connie Sharp on 667-1377.

Thursday, Nov. 7, 1985

TESTIMONY OF THE AD HOC COMMITTEE AGAINST THE ANACOSTIA HOMELESS SHELTER

BEFORE THE GOVERNMENT OPERATIONS
AND METROPOLITAN AFFAIRS SUBCOMMITTEE
OF THE HOUSE DISTRICT OF COLUMBIA COMMITTEE

AT THE SUBCOMMITTEE'S CONGRESSIONAL
AND OVERSIGHT HEARINGS ON
HOMELESS AMERICANS IN THE NATION'S CAPITAL

I. INTRODUCTION AND SUMMARY

My name is Laura M. Richards and I am presenting testimony on behalf of the Ad Hoc Committee Against the Anacostia Homeless Shelter ("Committee"). The Committee is an unincorporated group of Anacostia residents organized to protest the opening of a shelter for 600 homeless men on federally owned premises adjacent to their residential neighborhood. The bases of the Committee's objection are:

(1) the community was given no notice and was not consulted until after a decision to open the shelter had been made;

(2) the community is being forced to accept what is by far the city's largest shelter, rather than its fair share of the homeless; and

(3) Anacostia already contains numerous facilities for various kinds of troubled populations, such as the

mentally retarded, mentally ill, etc.; the addition of a warehouse facility for the homeless to an already oversaturated neighborhood will relegate Anacostia to the status of a dumping ground for unwanted individuals.

The Committee is presenting testimony to this Subcommittee for these reasons:

(1) the circumstances leading to plans for opening this shelter -- a contract between the U.S. Department of Health and Human Services ("HHS") and a local advocacy group for the homeless -- have left affected Anacostia residents unable to lodge effective protests before local elected officials and local government agencies, or in court;

(2) the District's unique status as a federal city with limited home rule gives rise to a federal interest in what normally would be a local problem; and

(3) the Subcommittee's survey of homelessness in the District would be incomplete without input from those who will be most intimately affected by a proposed immediate solution to the problem.

The Committee is asking this Subcommittee to do the following:

(1) consider our objections to the proposed Anacostia shelter, and if the Subcommittee finds them meritorious, as we think it must, take all possible and appropriate action to prevent it from opening;

(2) provide an opportunity for a hearing as a matter of right in any other circumstances in which some federally sponsored provision of services is to be made for the homeless, that will affect a community, and as to which the lack of participation by the government of the District of Columbia prevents the affected community from addressing its comments to the District;

(3) take all possible and appropriate action to ensure that if the Anacostia shelter does open, neighborhood representatives are given some authority to monitor its operation, in order to minimize its negative impact and to ensure that the terms of the contract pursuant to which the center was opened are complied with, particularly the provision that the shelter will close on April 30, 1986, and its residents be dispersed throughout the city;

(4) take all possible and appropriate action to ensure that any longterm solution to the problem of homelessness requires Anacostia or any other neighborhood to absorb no more than its fair share of the homeless, which Anacostia is willing to do;

(5) if the shelter opens, help Anacostia obtain an increased level of those municipal services which will minimize its adverse impact, particularly police protection and street cleaning.

II. NO ATTEMPTED SOLUTION TO THE PROBLEM OF HOMELESSNESS WILL WORK UNLESS IT ENJOYS WIDESPREAD PUBLIC SUPPORT; SUPPORT CAN FLOW ONLY FROM THE SENSE OF PARTICIPATING IN A SHARED BURDEN.

The starting point in any discussion of the disposition of homeless people is acknowledging that the classic homeless man or woman -- the unkempt, disoriented, drifting individual -- is an unwelcome presence in all neighborhoods of whatever character. Even when not perceived to be dangerous, homeless people are viewed as disruptive, destructive, and as a general depressant on the quality of life. The preferred way of dealing with homeless individuals has been to ghettoize them on skid rows. When they mix with the general population, homeless people are least objectionable in transient areas, which the general populations uses, but has no permanent stake in, typically bus stations and libraries. The corollary of that statement is that homeless people are most unwelcome as a permanent presence in a residential family neighborhood.

Anacostia has been informed that experts in the field believe homeless people can be most effectively rehabilitated when housed in small groups in residential neighborhoods. It would seem that what is the best solution for them is the least acceptable to the general population. Such a solution may gain grudging acceptance if the social burden posed by absorbing homeless people is shared fairly by everyone -- if the homeless population is distributed in a number of neighborhoods and each neighborhood stands an equal chance with others of being selected as a homeless site. The proposed shelter in Anacostia -- which would be the largest single shelter in the city -- will warehouse large numbers of homeless people next to a residential neighborhood. The situation is least beneficial to the homeless; most objectionable to the community; and fails to provide for an equitable sharing of the burden.

HHS has recognized both the negative impact of large congregations of the homeless on surrounding neighborhoods, and the fruitlessness of attempting to operate a shelter without community support. An HHS memorandum advising the closing of an existing shelter at 425 Second Street, N.W., which the Anacostia shelter is to replace, states in pertinent part that:

> [T]he shelter is too large. Local officials and most shelter experts have advised us that such large shelters are inherently unworkable and result in the mere warehousing of the homeless. Moreover, to subject a single neighborhood to the influx of up to 1,000 homeless individuals, many of whom have mental and emotional problems, is to invite conflict with and lack of support from the local community.

Memorandum of July 31, 1985 from Harvey R. Vieth, Chairman, Federal Task Force on the Homeless, to HHS Under Secretary Charles D. Baker on "Future of Homeless Shelter Located at 425 Second Street, N.W., Washington, D.C. -- Decision Memorandum" at 24 [hereinafter cited as "Decision Memorandum"].

Among the reasons that HHS decided that "it does not appear to be either rational or advisable for the Department to continue its efforts to make the building [the Second Street shelter] available as a shelter" was "the strong opposition of . . . the affected neighborhood . . . ." Id. at 25.

The Decision Memorandum also states that "while local community opposition should not override the humanitarian need to provide shelter to homeless persons, it is appropriate to consider whether any one neighborhood should be burdened with the operation of a shelter of this size." Id. at 22.

Elsewhere in the Decision Memorandum one finds the basis for the "strong oppostion" of the neighborhood to the continued operation of the Second Street shelter.

> [M]any local businesses and employees in the area wrote [to HHS] comments concerning the state of the neighborhood. These commenters wrote concerning increased crime (both in the form of theft in local stores and threats to, and physical assaults on, individuals), locals' and tourists' fears of being on the streets of the neighborhood, and an adverse impact on the local businesses, all of which are changes they believe have occurred since the shelter opened. These concerns are real and must be considered . . . . No single neighborhood should be required to bear the full burden of a shelter housing up to 1,000 people a night."

Id. at 18.

The passage is instructive. It acknowledges the negative impact of homeless people on the environs they occupy. It advocates distributing the homeless among several neighborhoods. However, the same official who prepared this report executed a contract with the Coalition for the Homeless, Inc. ("Coalition") which simply calls for the transfer of the Second Street shelter residents to the proposed Anacostia shelter. The problems caused by the homeless on Second Street will not disappear simply by removing them to Anacostia. The message received by the Anacostia community is that concerns about crime and the quality of life, and concern for fairly distributing the burden of the homeless, all are suspended when an economically deprived, politcally non-influential neighborhood can be found on which to "dump" the problem.

Moreover, according to the Decision Memorandum, the concerns expressed by the community which HHS said were "real and must be considered" were voiced by "local businesses and employees," ie., non-residents. The neighborhood of the Second Street shelter is not primarily residential, but consists of commercial establishments and government institutions. It is near Georgetown Law School and the Hyatt Regency Hotel. It is not an area people go home to, or in which they raise their children. HHS' great concern for the negative impact of the homeless on a public neighborhood makes HHS' total lack of concern for the Anacostia residential neighborhood all the more glaring. Under such circumstances, acceptance of the proposed Anacostia shelter is impossible.

The District of Columbia Court of Appeals too has recognized the inherent unfairness of oversaturating a single neighborhood. The court's remarks, though addressed to halfway houses for criminal offenders, are relevant to a discussion on placing the homeless. In Hubbard v. District of Columbia Board of Zoning Adjustment, 366 A.2d 427, 429 (D.C. App. 1976) concerning a drug addiction program, the court said:

> [T]he Dupont Circle area already has a disproportionately high concentration of halfway houses. The impact on a neighborhood of such an apparent saturation seems _inherently incompatible_ with the general standards for halfway houses. . . . No one section of a community should have to bear a disproportionate share of the environmental burden which halfway houses and social services _necessarily impose_ on neighboring property.

Emphasis supplied. _Accord_, _Dupont Circle Citizens Association v. District of Columbia Zoning Commission_, 343 A.2d 296 (D.C. App. 1975), in which the court said after reviewing the record of public hearings leading to the promulgation of the city's first zoning order regulating specifically the placement of facilities for adult offenders:

> Some [witnesses at the hearings] . . . agreed with the proponents who wanted houses allowed in all districts based on the rationale that _the social burden of halfway houses should be shared by all_. . . . [O]pponents inserted into the record numerous newspaper articles reciting a number of crimes alleged to have been committed by halfway house residents.
>
> In essence, all tacitly admitted that halfway houses may be necessary but none wanted such houses, _or a concentration of such houses_, in their neighborhoods.

_Id._ at 300. Emphasis supplied.

III. THE DISTRICT OF COLUMBIA HAS PROMULGATED REGULATIONS RECOGNIZING THAT THE BURDEN OF ABSORBING THE HOMELESS AND OTHER TROUBLED POPULATIONS MUST BE SHARED.

The District of Columbia has developed a comprehensive policy and program governing the establishment of community-based residential facilities ("CBRFs") for all troubled populations, including the homeless. Zoning Commission Order No. 347 (1981) recognizes seven types of CBRFs, and ranks them according to the magnitude of their adverse impact upon stable community life. Homes for non-deliquent juveviles are considered to have the least negative impact. Facilities for drug-abusers and adult offenders are considered worst. Homeless shelters rank squarely in the middle.

The city's zoning regulations are designed to prevent the oversaturation of CBRFs of any and all sorts in any one community. The regulations prescribe distances that must be maintained between them and mandate the number of individuals that may occupy a single residence. The zoning regulations governing the establishment of homeless shelters in Anacostia's R-5 zoning classification limits the number of residents to a maximum of 25. 11 DCMR section 60. A recent statement issued by Beverly J. Russau, the District's Coordinator for Community-Based Residential Facilities, reads in pertinent part that:

> In 1981, the D.C. Zoning Commission's action [promulgation of Z.C. Order No. 347] insured against over saturation [of CBRFs] in any one neighborhood. Prior zoning regulations permitted and encouraged a concentration of CBRFs in some neighborhoods, while other neighborhoods had few, if any. Over saturation impacts neighborhoods. . . . [T]he city is looking closely at neighborhoods to insure equitable distribution.

Open letter dated June 25, 1985 from Beverly Russau to the Districts's Advisory Neighborhood Commissioners.

The District's policy against oversaturation is not perfect. Stringent enforcement is wanting. Some neighborhoods contain clusters of grandfathered facilities. In other areas, clusters of unlicensed facilities spring up. The zoning regulations themselves contain a major flaw. Institutions located in neighborhoods zoned for higher population densities may house more individuals in one CBRF than those in lower density neighborhoods, and CBRFs may be closer together. Since housing density is often a factor of economic status, less affluent families are condemned by their relatively lower income to bear a larger share of the burden. Nevertheless, the policy, albeit imperfect, exists, and provides a standard to which the District may be held. It provides certainty -- residents know the worst that can legally happen to them -- and it provides a vehicle through which they receive notice and an opportunity to comment upon homeless shelters and similar facilities proposed to be opened in their neighborhoods.

The Anacostia area is saturated with CBRFs. Lists distributed on June 10, 1985 by the Office of the Coordinator for Community-Based Residential Facilities to the District's Advisory Neighborhood Commissions set forth, ward by ward, the number and place of each of the seven types of CBRFs in all wards. The total then was 350. Of that 350, 42 CBRFs, or 12 percent of the total, are in Ward 6, of which Anacostia is a part, and which is the city's smallest ward by population and its second smallest in land area. Of that 42, 14 CBRFs, or 4 percent of the citywide total, are in the immediate vicinity of the proposed shelter.

The neighborhood has not been able to absorb the distressed populations now in its midst. It boasts no proper parks, no community centers, no ice cream parlors, no drug stores, no jobs. There is nothing for CBRF residents to do but roam the streets, and this is what at least some portion of the 600 homeless men can be expected to do.

As a matter of law, the mere presence of a CBRF is a social burden, no matter how well run. That burden is made worse by concentrating CBRFs too close toghether, as already has occurred in Anacostia. The social burden is still heavier when a CBRF is poorly run, and HHS itself has concluded that large shelters are "inherently unworkable." Decision Memorandum at 24.

While residents of a CBRF undoubtedly suffer most from poor management, or inherently unworkable characteristics, the neighborhood suffers from ripple effects: it must put up with CBRF residents who are unbathed, more disheveled, more disoriented and more given to roam aimlessly at large than would be the case with proper care. Neighbors must either assume the task of monitoring and policing a facility, and braving the bureaucratic morass of filing complaints, if the proper person can be found to complain to, or they must turn a blind eye to the problems of the residents of such facilities, which breeds a callousness that is a personal as well as a social, burden.

IV. THIS SUBCOMMITTEE IS ANACOSTIA'S LAST HOPE OF OBTAINING A HEARING OF ITS CONCERNS.

It is important that this Subcommittee consider Anacostia residents' protests against the proposed shelter because they will find it difficult, if not impossible, to obtain a hearing as a matter of right in any other forum. Anacostia residents stand in the position of other communities whose quality of life has been adversely affected by action or inaction of the federal government, with respect to conditions on federal property. They have "a legitimate grievance," but probably not "a cause of action." Burroughs v. Hills, 741 F.2d 1525, 1533 (7th Cir. 1984). In Burroughs, the U.S. Court of Appeals for the Seventh Circuit held that individuals living near a blighted, vacant, federally-owned apartment building in Chicago had no right to sue the U.S. Department of Housing and Urban Development for allowing the building to deteriorate under HUD's ownership, although an Illinois statute granted to persons living within 500 feet of an offending structure the right to sue for injunctive relief without proving damages unique to themselves. 741 F.2d at 1527. Residents of Queens, N.Y., living adjacent or near to a national park where nude bathing took place were denied the right to sue to abate what they considered a public nuisance. Sylvane v. Whelan, 506 F. Supp. 1355 (E.D.N.Y. 1981). Here, had the proposed Anacostia shelter been established on nonfederal property, members of the affected community could have resorted to agency procedures, and if necessary litigation, to enforce the city's laws and policies.

The proposed shelter is to be operated under an agreement between three federal agencies -- HHS' Office of Community Services, the Alcohol, Drug Abuse and Mental Health Administration, and the Administration on Aging -- and a local, charitable corporation, the Coalition for the Homeless. OCS is the lead federal agency. OCS' authority to enter into the agreement and fund the program is asserted under, inter alia, the Community Services Block Grant Act, 42 U.S.C. section 9910.

Section 9910(a)(2)(A) gives the Secretary of HHS discretionary authority to provide for "special programs of assistance to private, locally initiated community development programs which sponsor enterprises providing employment and business development opportunity for low-income residents of the area." Though this provision of section 9910 authorizes purposes quite different from that of providing shelter to urban homeless populations, the other provisions are even further removed from the activity in question. Anacostia residents protesting the shelter question whether money spent under this section can be used to fund the purposes stated in the contract between OCS and the Coalition for the Homeless. That is a minor point, however. The proposed shelter, if opened, will be a certain blight whether or not the money expended on it was authorized under the proper section of the United States Code. We raise the statute to point out that it, and regulations promulgated under it, offer no forum or procedure by which we can, as a matter of right, comment on a program established under it, which will intimatelv affect our daily lives.

Anacostia residents have appealed to local elected officials to take action to prevent the opening of the shelter, but their ability to move HHS is persuasive only. Residents have appealed directly to HHS officials, and to the board of the Coalition for the Homeless, and have been rebuffed.

Therefore, we are asking this Subcommittee, charged with oversight of District of Columbia affairs, to grant the hearing that can be obtained nowhere else, and to find, as the community believes it must upon consideration of the facts, that the proposed shelter will be so great a detriment to the community that it cannot be allowed to go forward.

Respectfully submitted,

Laura M. Richards
GIBSON, DUNN & Crutcher
1050 Connecticut Ave., N.W.
9th Floor
Washington, D.C. 20036

(202) 955-8563

For the Ad Hoc Committee Against
the Anacostia Homeless Shelter

OFFICE OF THE CLERK

```
NOVEMBER 7, 1985                PAGE  1         ***       H.R.2776********


SPONSOR............ Fauntroy
DATE INTRODUCED... June 17, 1985
HOUSE COMMITTEE... District of Columbia
                   Interior and Insular Affairs
SENATE COMMITTEE.. Energy and Natural Resources
OFFICIAL TITLE.... A bill to amend the District of Columbia Stadium
                   Act of 1957 to direct the Secretary of the
                   Interior to convey title to the Robert F. Kennedy
                   Memorial Stadium to the District of Columbia.
CO-SPONSORS..... 1 CURRENT COSPONSOR



  Jun 17, 85  Referred to House Committee on District of Columbia.
      Jun 18, 85  Committee Consideration and Mark-up Session Held.
      Jun 18, 85  Ordered to be Reported.
      Jun 18, 85  Reported to House by House Committee on District of
                  Columbia.  Report No: 99-176 (Part I).
  Jun 18, 85  Referred to House Committee on Interior and Insular

              Affairs Sequentially, for a Period Ending not Later
              than Jun 19, 85.
      Jun 18, 85  Referred to Subcommittee on National Parks and
                  Recreation.
  Jun 19, 85  House Committee on Interior and Insular Affairs

              Discharged by Motion.
  Jun 19, 85  Placed on Union Calendar No: 118.
  Jun 24, 85  Called up by House as Privileged Matter.
  Jun 24, 85  Measure Considered in House as in the Committee of the
              Whole.
  Jun 24, 85  Passed House by Voice Vote.
  Jun 25, 85  Referred to Senate Committee on Energy + Natural
              Resources.
      Jun 25, 85  Referred to Subcommittee on Public Lands and
                  Reserved Water.
          Oct 10, 85  Subcommittee on Public Lands and Reserved
                      Water. Hearings held.
      Jul  1, 85  Committee on Energy and Natural Resources requested
                  executive comment from Interior Department, OMB.
      Jul 22, 85  Committee on Energy and Natural Resources received
                  executive comment from Interior Department.
                  Favorable.
      Nov  6, 85  Committee on Energy and Natural Resources. Ordered
                  to be reported in lieu of S. 1596 without amendment
                  favorably.
CO-SPONSORS..... 1 CURRENT COSPONSOR

AS INTRODUCED... McKinney.
```

OFFICE OF LEGISLATIVE INFORMATION (5-1772)

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 Martin Luther King Jr. Ave., S.E.
Suite 300
Washington, D.C. 20020
(202) 889-6600

ober 10, 1985

As you may be aware, there are plans underway to relocate approximately 600 District of Columbia residents (homeless persons) into Ward 6. Specifically, the planned site is a public park located at 1900 Anacostia Drive, S.E. These homeless persons will be provided shelter and living accommodations at this location for approximately ½ year.

The Advisory Neighborhood Commission recently held a public meeting to get the community's position on the potential social and economic impact that the relocation of 600 persons would have on the community and residents of the Anacostia area. Our residents voiced legitimate concerns about the planned relocation of these persons. The general consensus is that the relocation is highly undesirable.

As a result of the above, this Advisory Neighborhood Commission issued a resolution against the project. In this connection the resolution also requests your support and public service to enjoin the relocation of the homeless into our community and to ensure that this community's desires are represented and implemented. It is the right of the citizenry to have their causes campaigned by their representatives.

We look forward to your active participation and support in this endeavor. This commission is also preparaing a more detailed position paper and you will receive a copy as soon as it is available.

Sincerely,

Ernest Darling
Ernest Darling
Chairperson

Enclosure

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 Martin Luther King Jr. Ave., S.E.
Suite 300
Washington, D.C. 20020
(202) 889-6600

RESOLUTION

The Advisory Neighborhood Commission 6C held a public meeting on October 3, 1985, at the Community Room of Anacostia Public Library at 18th Street and Good Hope Road, S.E. to consider the relocation of certain residents of the District of Columbia commonly known as the "homeless" into a facility under construction at 1900 Anacostia Drive, S.E. in Ward 6 of the District of Columbia (hereinafter referred to as "Anacostia Park"). The stated purpose of such facility is to provide shelter and living quarters for approximately 600 such homeless persons for a period of time of approximately 6 months or less.

Whereas the residents of Ward 6 having expressed considerable concerns and reservations with respect to the relocation of the 600 or more homeless persons into Anacostia Park, the Advisory Neighborhood Commission on behalf of such residents do hereby resolve that the relocation should not be undertaken for the following reasons:

1) The relocation of said homeless persons was planned and implemented without any effective input or participation by the residents and business owners within the affected geographic area.

2) The relocation of said homeless persons into an area used as a park facility will create a perceived and actual danger to the health and safety of children otherwise using the property for recreational and entertainment purposes.

3) The relocation of said homeless persons will further congest and add to the continuing deterioration of the commercial district along the Martin Luther King, Jr. Avenue and Good Hope Road corridors with attendant problems of litter, crime and drug trafficking.

4) Finally, the relocation of said homeless persons will severly affect the property values of residential and commercial property in an area historically beset with difficult social and economic problems and complexities.

As a result of these serious concerns expressed by the residents of Ward 6, the Commissioners of Advisory Neighborhood Commission 6C hereby request that the Honorable Mayor Barry and City Councilmembers undertake any and all legal actions of whatever nature that are necessary to enjoin the relocation of the homeless into Anacostia Park.

I, Ernest Darling, hereby affirm that the above Resolution was passed by the Commissioners of Advisory Neighborhood Commission 6C.

DATED: Oct. 10, 1985

Ernest Darling
Ernest Darling
Chairperson ANC 6C

ADVISORY NEIGHBORHOOD COMMISSION 6C

POSITION STATEMENT

It is the primary function of the Advisory Neighborhood Commission (ANC) to be the link between the community and the government. ANC Commissioners volunteer their time, but are given a meager operating budget to carry out that charge. In the process, the government is to give "great weight" to respresentations made by the ANC.

GATHERING COMMUNITY OPINION:

ANC 6C called a public meeting on October 3, 1985, concerning the proposed relocation of the 2nd and D Streets shelter for the "homeless." The meeting was held at the Anacostia Public Library and attended by over 100 persons. Among strong feelings and opposition to such a relocation, a Motion was made, seconded and passed with the exception of one no vote to establish a 15-member committee to oppose the location of a shelter in Anacosita for 600 homeless persons. Twenty-four people volunteered for the committee. The committee met every Tuesday since October 8, 1985 and was divided into 5 sub-committees: Protest, Legal, Communications, Research and Monitoring. To date, the committees have worked with and solicited help from other organizations in opposition ot the shelter being placed in Anacostia; presented a letter to Sec. Heckler, invited our representatives to and held a public forum, participated in a rally at Anacostia Park, met with Sec. Heckler's representative, visited the shelter and participated in a rally and motorcade with Dick Gregory, National Activist.

ANC 6C POSITION:

Based upon the activities, ANC 6C takes the position which represents the greatest voice heard to date - NO! to the proposed shelter and has produced a resolution to that to that affect.

ANC 6C is supported by ANC 6A, 6B, 8A and eleven (11) organizations on this issue. Only one (1) organization has supported the shelter.

ANC 6C has conveyed that resolution to the appropriate agencies in both the federal and city governments.

LOCATION OF THE FACILITY:

The proposed facility is located on Federal Government park land betweeen the Frederick Douglass and 11th Street bridges in Anacostia Park. The closest exit/entrance to the residential community is Martin Luther King, Jr. Avenue and Good Hope Road, S.E. Once on MLK and Good Hope, which is less than one half (1/2) mile from the facility, there is a liquor store. Within ten minutes walking time there are three (3) elementary schools, three (3) liquor stores, residences, numerous places to purchase alcoholic beverages a major drug dealing spot and many small businesses.

Presently located in Ward Six are forty-four (44) group home facilities with over a 1,400 bed capacity. Because under our present zoning regulation, a special exception had to be sought in order to locate another group home facility in the area of 16th and V Streets, S.E. Fortunately for our community, the Zoning Commission denied the exception. This exception was denied based upon the oversaturation of such facilities in our area - there should be no more.

Anacostia has been struggling to improve the community over the past years, with much success against local organizations trying to infringe upon our rights. We have successfully prevented more Class "A" liquor licenses, half-way houses, and other business that we feel are not in the best interest of our community from operating here. However, we have no legal or formal channel to fight the "Feds." The federal government's one act can destroy what we have worked for years to improve.

Some of the residents, businesses and community based organizations have developed a plan for our area that is by no way perfect buy it does not include a 600-bed facility that, if closed, with no place for its residents, could have a detrimental affect on this community.

The following represents the consensus of the public's major concerns. These concerns are not ranked as to their importance.

FEDERAL ACTION:

Because we live in Washington, D.C. does not mean that we should be without a voice on the federal level - we are citizens of the United States of America.

ACTION WITHOUT COMMUNITY INPUT:

-There was no clear intent to inform the community.

-The contract was awarded without any community control/imput.

-The current level of community recognition is only as a result of opposition.

-There has been no change on the issue as a result of community input.

-There has been no official study on the impact or hazards to the community.

CONTRACTUAL ARRANGEMENTS WITHOUT COMMUNITY INPUT:

-There was no opportunity for the community to scruntinize the contract.

-There are components which seem to be unrealistic.

-There is at least one component which is misleading.

-There are no operational obligations to the community.

-Within the operational structure there is no input mechanism from the community.

DISREGARD FOR COMMUNITY OPINION:

-Federal government has not made a good faith effort to include the community in the full process.

-The federal government, after knowing the community position has not made any effort to represent the community.

-The federal government has not been fair in its arbitration.

-The federal government has not given just cause for denying the wishes of the tax payers.

COMMUNITY RESPONSES:

Throughout this community citizens and organizations alike have addressed this issue with an overwhelming and unequivocal NO! to the proposed shelter. That no response is more a vote of pride and love of ones community rather than a vote against humanity.

COMMUNITY OPINION:

-The community promotes a fair and equitable distribution of the homeless

-The community has fears for safety of their family and property.

-The community has fears for already overburdened city services.

-The community has fears for its affect on the school children.

-The community has fears of spillover and loitering into this community.

-The community is concerned over the effectiveness of rehabilitation.

-The community is concerned over both the creditability and the capability of the contractor to carry out the contract.

-The COMMUNITY DOES NOT WANT this proposed SHELTER to OPEN.

-The community is concerned about the contractor's arrogance to and disregard for the community.

-The community is concerned over the feasibility of the proposed contract.

-The community is concerned over the utilization of the shelter in this area by homeless familiar with other areas.

-The community is concerned over the park police forcing the homeless out of the park into the community.

-The community is concerned over the economic disadvantages which may accompany the homeless move.

-The community is concerned for the quality of health services available in the shelter for the homeless.

-The community is concerned for the possible unfair treatment of the homeless.

-The community is concerned for the "definition" or "classification" of "homeless"

-The community is concerned for spending over $500,000 on a six (6) month temporary facility.

-The community is concerned for what happens to the homeless when the facility closes in six months and they have not been placed in a smaller permanent facility.

-The community is concerned for what happend to construction of the Greenline if the Court or operator does not close the facility in six months.

REPRESENTATIVES' INSENSITIVITY TO OUR COMMUNITY:

-The community acknowledges and applauds the indispendent statements from D.C. Officials opposing the shelter.

-The community has wanted to meet with elected officials to explore collectively a plan to oppose the shelter - it could not be arranged.

-When a collective effort is needed to stop this insensitive, abusive and unwarranted treatment of the community, it is left feeling alone in the fight.

-The city council declines taking action on this issue but rather offers to support the community position.

-The community needs legislative action and or negotiation with the federal government (above and beyond the actions taken thus far) at the direction of our paid representatives to carry out the desires of this community.

-It is neither fair nor fitting to assume the community must solve this problem - a lot of professional expertise is needed.

-Elected officials do not have "crystal balls" but when they have a clear understanding of community desires that is enough to start some effective action.

-Our city government has a good structure and if the legislative, executive and community are to keep it, we must continue promoting an environment where a copartnership works to resolve problems.

RECOMMENDATIONS:

The ANC 6C Ad Hoc Community Committee to Stop the Shelter has conceived an alternative to the Anacostia Shelter.

SECOND AND D STREETS SHELTER:

-Is to remain open for a period of twelve (12) months or less.

-The money used for the Anacostia shelter will be diverted to this shelter.

CITY-WIDE DISTRIBUTION:

-Is to be designed and implemented in a period of six (6) months or less.

-Shelters shall be equally distributed on an ANC Commission level

-With community approval on the locations via their respective ANC

-SOP's should be designed with sections on community impact, input and grievances.

HOMELESS COMMISSION:

-This commission should be responsible for the ongoing day-to-day operation of all the distributed shelters.

-They shall update SOP policies and/or objectives with prior approval of ANC's.

CONCLUSION:

The Anacostia community has been used as a "dumping ground" without its imput for so long, government officials take for granted that we will allow them the right to use us to solve the city's problems without a fight.

Federal officials have selected a contractor which has shown arrogance and contempt for this community and approved a contract that does not address what happens to the residents of the shelter if they are not placed after six (6) months.

City officials have voiced opposition without a plan of attack on the real problem or to become directly involved in finding a solution to the immediate problem. We, the people of Anacostia, will "remember" or shall we say "forget" them at the ballot box.

We, the people of Anacostia, DO OPPOSE a 600-bed facility for the homeless to be dumped into our community. But, we are not insensitive to the needs of the homeless and would participate in any planned equal distribution of the city's homeless even though we have more than our share now.

QUESTIONS

FOR CONGRESSMAN FAUNTROY:

1. How are you going to prevent the shelter from coming into our area under these circumstances?

FOR DIXON ARNETT:

1. What responsibility do you have to the citizens of the United States when spending their tax dollars in a manner inconsistent with their desires?

FOR HARVEY VEITH:

1. How do you justify sending a large number of homeless and mentally unstable people into a community that has a large residential population?

2. What kind of friction do you foresee for both parties?

FOR MCCLAIN HADDOW:

1. How do you justify spending money earmarked for the elderly on a program that cannot determine the elderly population which it might serve?

THE ADVISOR

Advisory Neighborhood Commission 6C

QUESTIONS:

WILL ANACOSTIA ALWAYS BE THE DUMPING GROUND?

ARE WE ABOUT TO GET A 600 BED HOMELESS SHELTER, A DRUG REHAB CENTER AND A JAIL IN OUR COMMUNITY?

WILL YOUR COMING OUT TO SAY NO HELP?

ANSWER:

WE HAVE NO GUARANTEES BUT THE COMMUNITY MUST UNITE AND STAND-UP AND GIVE A LOUD CLEAR MESSAGE--ENOUGH, NO MORE --WE MUST BE HEARD. THINK OF WHAT WILL HAPPEN IF YOU DON'T!

Vol. 5 No.2 October 1985

YOUR ELECTED OFFICIALS STATEMENTS CONCERNING THE HOMELESS SHELTER

Mayor Marion Barry stating his opposition to opening a temporary 600-bed shelter in Anacostia said the plan "doesn't solve the problems in the short run or the long run either...First of all Anacostia is not a good place to put that many people. Secondly, it is doubtful that a number of the homeless ...will get on the buses and go over there. So we'll have them on the streets again."

Ward 6 Councilmember Nadine Winter
"...it seems that the more we try to improve our neighborhoods, the more threats to our stability and growth we are being forced to contend with."

"The most recent threat comes in the form of the federal government's plan to convert a military surplus building into a public shelter for the homeless. Across the river in Anacostia, adjacent to thriving residential neighborhoods, an estimated 600-homeless persons would be bussed in daily from downtown. The question here is: "WHY" Why make Anacostia the drop-off point for a federal-city crisis? Why overburden a struggling area of the city with the victims of self or societal neglect without ever considering what harsh consequences would have to be paid by the community at-large?"

(continued on page 3)

NOBODY WANTS IT? PUT IT IN ANACOSTIA.

They, the mainlanders are dumping on us again. Put it in Anacostia. They'll take anything. This time its the shelter for the homeless who are also jobless and in many cases mentally ill.

Why Anacostia? Is it because we don't count? Why? Is it because we were not counted (at the polls) when the last count was taken? Your ANC will address this problem in the very near future, but now we must concentrate on the foremost problem, the problem of the federal government relocating the homeless to a site in Anacostia Park near our schools, recreation centers and homes.

Has our alleged lack of interest in city activities sent a message to the governing bodies. Is it DO WHAT YOU WILL BECAUSE WE (ANACOSTIANS) HAVE NO WILL.

The federal government's will is to relocate the shelter for the homeless from the mainland site at 425 Second Street N.W. to a site in Anacostia owned by the federal government. And as usual, it appears their will will be done unless YOU are willing to join us in this effort to have them reconsider their decision.

Forum and Rally information on Page 8 .

ANACOSTIA-FAIRLAWN COMMUNITY ORGANIZATIONS POSITIONS ON THE SHELTER

Concerned Citizens of Southeast: An Ad Hoc Advocacy Group from Wards 6&8

The Anacostia area is once again being assaulted by an undesirable element in the form of 600 homeless persons to be imminently housed in buildings owned by the Navy Department located at Fairlawn-Anacostia Park.

The community was not consulted nor notified about the decision to bus these 600 individuals into our midst, persons who are in no position to make a contribution to their own welfare or society at large. We learned of the planned relocation in the newspapers less than six weeks prior to the date of occupancy. Obviously no demographic or environmental impact studies were conducted to determine whether Anacostia can absorb them.

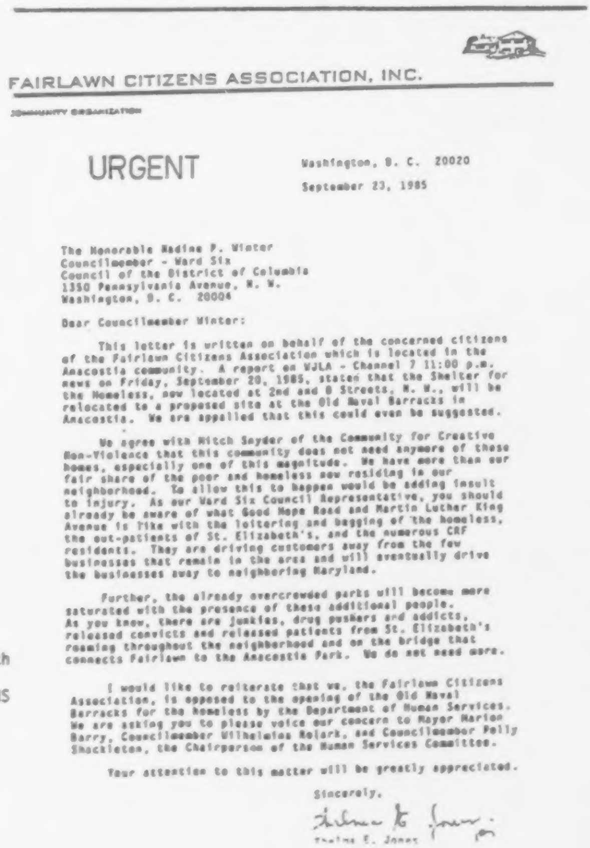
We recognize the need for providing shelter for these unfortunate individuals with no means of providing for themselves, but we strongly object to the imposition of their numbers on our already besieged neighborhood.

The proposed site of the shelter, while physically located in Ward 6, is less than two blocks away from Savoy Elementary School, Barry Farms Recreation Center and the Senior Citizens Counseling and Delivery Service. We come and bring our children year 'round to Anacostia Park in which is located the Anacostia Recreation Center adjacent to Anacostia High and Kramer Junior High Schools. The Anacostia River Fronts the Shelter.

Must we risk being accosted on the streets as they infiltrate our communities during the day? Must we lose our park to lounging transients? Must our children be exposed to those mentally deranged and inclined to molestation as they play in the park and walk to and from school? Will our community be safe from intrusion? We think not.

We strongly, vigorously, with unanimity oppose the move, condemning the actions of HHS and other officials within the federal government as unjustifiable and morally indefensible.

Dianne Dale



FAIRLAWN CITIZENS ASSOCIATION, INC.
COMMUNITY ORGANIZATION

URGENT

Washington, D. C. 20020
September 23, 1985

The Honorable Nadine P. Winter
Councilmember - Ward Six
Council of the District of Columbia
1350 Pennsylvania Avenue, N. W.
Washington, D. C. 20004

Dear Councilmember Winter:

This letter is written on behalf of the concerned citizens of the Fairlawn Citizens Association which is located in the Anacostia community. A report on WJLA - Channel 7 11:00 p.m. news on Friday, September 20, 1985, stated that the Shelter for the Homeless, now located at 2nd and D Streets, N. W., will be relocated to a proposed site at the Old Naval Barracks in Anacostia. We are appalled that this could even be suggested.

We agree with Mitch Snyder of the Community for Creative Non-Violence that this community does not need anymore of these homes, especially one of this magnitude. We have more than our fair share of the poor and homeless now residing in our neighborhood. To allow this to happen would be adding insult to injury. As our Ward Six Council Representative, you should already be aware of what Good Hope Road and Martin Luther King Avenue is rife with the loitering and begging of the homeless, the out-patients of St. Elizabeth's, and the numerous CRF residents. They are driving customers away from the few businesses that remain in the area and will eventually drive the businesses away to neighboring Maryland.

Further, the already overcrowded parks will become more saturated with the presence of these additional people. As you know, there are junkies, drug pushers and addicts, released convicts and released patients from St. Elizabeth's roaming throughout the neighborhood and on the bridge that connects Fairlawn to the Anacostia Park. We do not need more.

I would like to reiterate that we, the Fairlawn Citizens Association, is opposed to the opening of the Old Naval Barracks for the homeless by the Department of Human Services. We are asking you to please voice our concern to Mayor Marion Barry, Councilmember Wilhelmina Rolark, and Councilmember Polly Shackleton, the Chairperson of the Human Services Committee.

Your attention to this matter will be greatly appreciated.

Sincerely,

Thelma E. Jones

Thelma E. Jones

OFFICIALS STATEMENTS (continued)

Ward 8 Councilmember Wilhelmina Rolark expressed her opposition to having the shelter relocated to the Anacostia Park site at a community meeting October 9th.

Advisory Neighborhood Commission 6C

RESOLUTION

Whereas the residents of Ward 6 having expressed considerable concerns and reservations with respect to the relocation of the 600 or more homeless persons in Anacostia Park, the Advisory Neighborhood Commission on behalf of such residents do hereby resolve that the relocation should not be undertaken for the following reasons:

1) The relocation of said homeless persons was planned and implemented without any effective input or participation by the residents and business owners within the affected geographic area.

2) The relocation of said homeless persons into an area used as a park facility will create a perceived and actual danger to the health and safety of children otherwise using the property for recreational and entertainment purposes.

3) The relocation of said homeless persons will further congest and add to the continuing deterioration of the commercial district along the Martin Luther King, Jr. Avenue and Good Hope Road corridors with attendant problems of litter, crime and drug trafficking.

4) Finally, the relocation of said homeless persons will severly affect the property values of residential and commercial property in an area historically beset with difficult social and economic problems and complexities.

As a result of these serious concerns expressed by the residents of Ward 6, the Commissioners of Advisory Neighborhood Commission 6C hereby request that the Honorable Mayor Barry and City Councilmembers undertake any and all legal actions of whatever nature that are necessary to enjoin the relocation of the homeless into Anacostia Park.

COALITION FOR THE HOMELESS WILL OPERATE SHELTER FOR THE HOMELESS IN ANACOSTIA

The Anacostia facility which is being called a temporary shelter for the homeless located at 1900 Anacostia Drive, S.E. will be operated by the Coalition for the Homeless headquartered at 1419 V Street, N.W., Room 303.

Coalition members are: Ms. Elisabeth Huguenin, Dr. Ronald Ausbrooks, Ms. Deborah Ellis, Ms. Dorothy Knight, Ms. Mary Sears, Mr. Boyd Smith, Rev. Ernest Gibson, Mr. Lawrence Guyot, Mr. Dennis Bethea, Rev. Imagene Stewart, Pastor Verlon Brown, Ms. Marie Nahikian, Ms. Patricia Makin and Ms. Mary Touchstone.

Lawrence Guyot is the program director and principal spokesperson for this project. The Coalition's telephone number is (202) 328-1184.

***

ORGANIZATIONS AGAINST ANACOSTIA SHELTER

Concerned Citizens Association of Southeast

Frederick Douglass Improvement Council

Fairlawn Citizens Association

Neighborhood Housing Service

Bangor Street Civic Association

Anacostia Professional Merchants Assn.

Anacostia Coordinating Council
Senior Citizens Counselling and Delivery Services

Advisory Neighborhood Commission 6C

Advisory Neighborhood Commission 8A

To add your organizations name to this list contact ANC 6C (202) 889-6600.

UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF COLUMBIA

ROBERT ROBBINS, et al.,
Plaintiffs,

v.

RONALD REAGAN, et al.,
Defendants.

Civil Action No. 85-1963

FILED
AUG 19 1985
JAMES F. DAVEY, Clerk

ORDER

In accordance with the Court's Opinion of even date herewith, and for the reasons and analysis therein set forth, it is, by the Court, this 19th day of August, 1985,

ORDERED that plaintiffs' motion for partial summay judgment be, and the same hereby is, denied; and it is

FURTHER ORDERED that defendants' motion to dismiss be, and the same hereby is, granted as to counts three, four, five, six, and eight; and it is

FURTHER ORDERED that defendants' motion for summary judgment be, and the same hereby is, granted as to counts one, two, seven, nine, and ten; and it is

FURTHER ORDERED that this case shall stand dismissed from the dockets of this Court, without costs to either party, but the parties may make a written application to the Clerk of Court, by way of a pleading and not a letter, within thirty (30) days from the date hereof to reopen or for the appointment of a Special Master, if the defendants herein do not act with dispatch in coming up with reasonable alternatives so as to meet the entire needs of each and every resident of the shelter at Second and D Streets, N.W., Washington, D.C.; and it is

FURTHER ORDERED that the defendants may reclaim the shelter and begin the process of transferring its residents to other suitable facilities in the Washington, D.C., area as soon as feasible, but only after devising appropriate interim and long range plans to eliminate homelessness in the Nation's Capital, and to provide humane solutions for these needy and in all too many instances helpless human beings.

THE SUITABLE FACILITY CHOSEN IS ONE
IN OUR COMMUNITY, ANACOSTIA. THE
LOCATION IS 1900 ANACOSTIA DRIVE SE.

Charles R. Richey
CHARLES R. RICHEY
UNITED STATES DISTRICT JUDGE

==================================

ANC 6C

COMMUNITY FORUM & RALLY

600 BED SHELTER

THURSDAY, OCTOBER 24, 1985

ANACOSTIA HIGH SCHOOL

16th & R ST SE

7 PM to 9 PM

==================================

WE NEED YOU. YOU NEED TO ATTEND. JOIN US.

==================================

CONCERNED CITIZENS

RALLY

SATURDAY, OCTOBER 26, 1985

PROPOSED SHELTER SITE

1900 ANACOSTIA DRIVE SE

(ANACOSTIA PARK)

10 AM to 2 PM

==================================

ANC 6C

COMMUNITY MEETING

PUBLIC SERVICE COMMISSION

(How they work to give gas, phone
and electric rate increases)

MONDAY, NOVEMBER 4, 1985

ANACOSTIA PROFESSIONAL BUILDING

2041 MLKING AVE SE

7 PM to 9 PM

==================================

Commission 6C

Elizabeth Travers 6C 01
3444 Croffut Pl., S.E.
Washington, D.C. 20019

Joseph E. Johnson 6C02
723 Croissant Pl., S.E.
Washington, D.C. 20019

Otis Williams 6C03
2330 R St., S.E.
Washington, D.C. 20020

Timothy J. Ferrall 6C04
1420 S St., S.E.
Washington, D.C. 20020

Johnnie N. Ferguson 6C05
1919 Ridge Pl., S.E.
Washington, D.C. 20020

Earnest Darling 6C06
1828 18th St., S.E.
Washington, D.C. 20020

W. Cardell Shelton 6C07
1930 M.L. King Jr. Ave., S.E.
Washington, D.C. 20020

Freda R. Murphy 6C08
1624 U St., S.E.
Washington, D.C. 20020

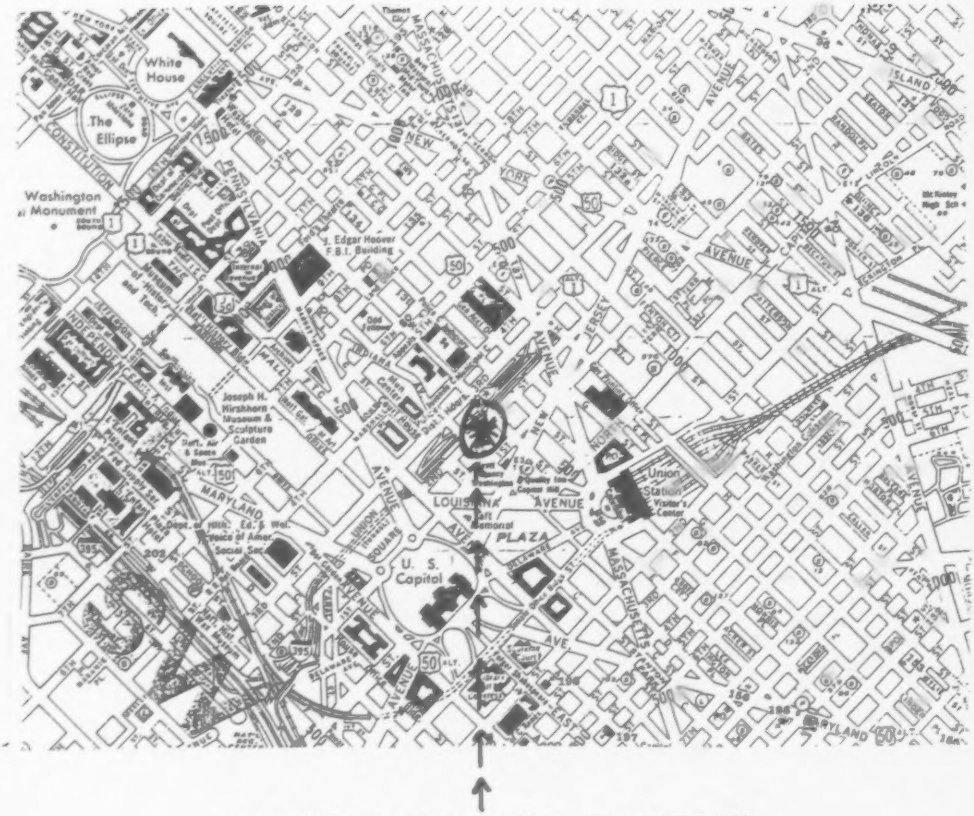
Renay France 6C09
2330 Good Hope Rd., S.E. #1212
Washington, D.C. 20020

Ella L. Dickerson 6C10
2336 High St., S.E.
Washington, D.C. 20020

L. Money Helton 6C11
1438 Morris Rd., S.E.
Washington, D.C. 20020

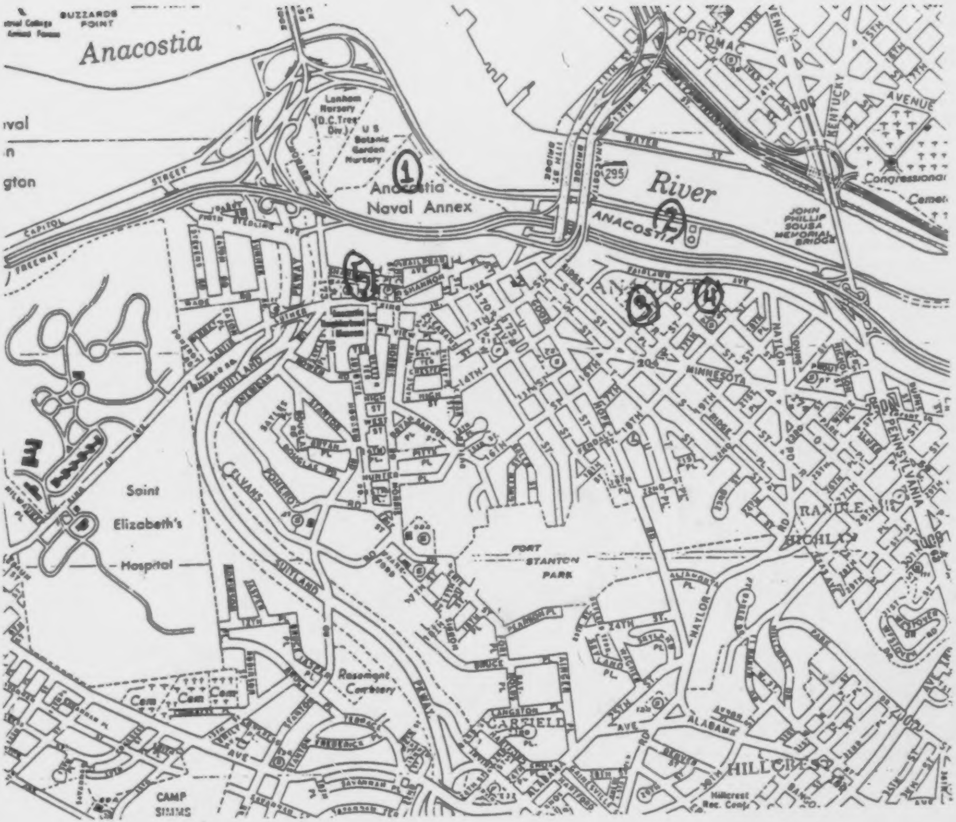
Joseph R. Battle 6C12
2440 Skyland Pl.,S.E.
Washington, D.C. 20020

DOWNTOWN WASHINGTON D.C.


White House
The Ellipse
Washington Monument
CONSTITUTION
PENNSYLVANIA
J. Edgar Hoover F.B.I. Building
Joseph H. Hirshhorn Museum & Sculpture Garden
MARYLAND
LOUISIANA
AVENUE
PLAZA
U. S. Capitol
Union Station
MASSACHUSETTS
NEW YORK
NEW JERSEY
INDIANA
DELAWARE
MALL

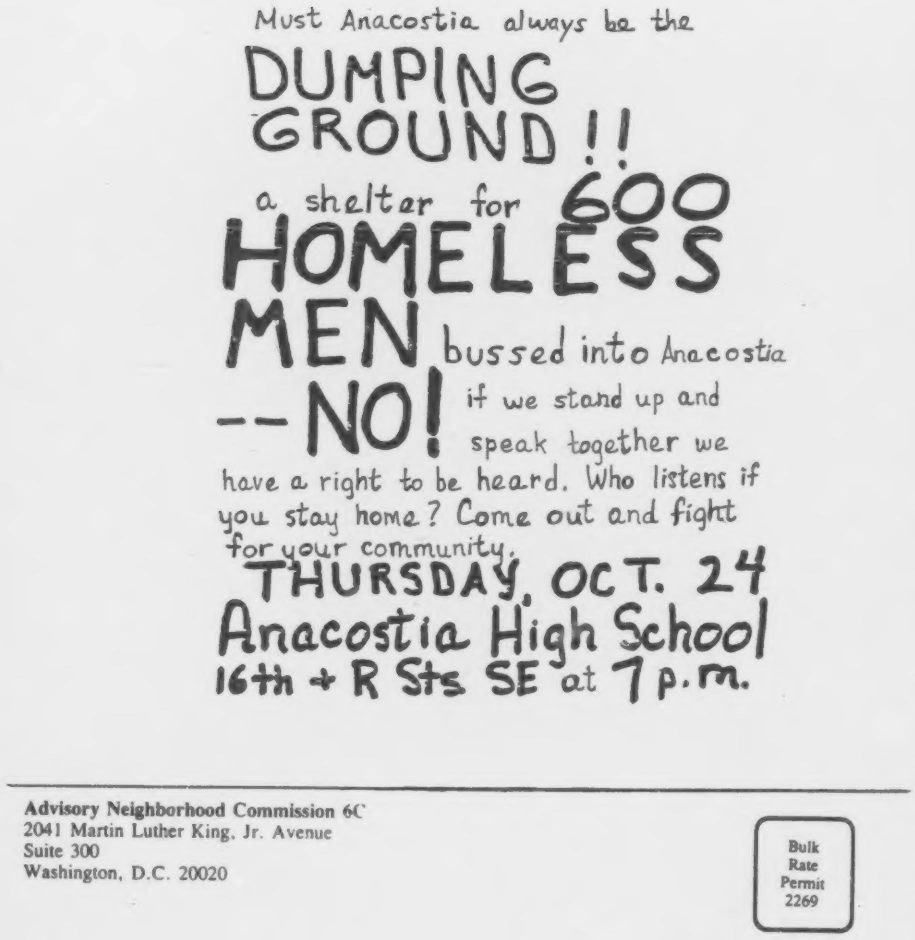
THE SHELTER FOR THE HOMELESS IS CURRENTLY LOCATED HERE.
(425 SECOND STREET, N.W.)

OUR NEIGHBORHOOD
ANACOSTIA - FAIRLAWN


BUZZARDS POINT
Anacostia
Lenham Nursery (D.C. Tree Div.)
U S Botanic Garden Nursery
1
Anacostia Naval Annex
River
2
ANACOSTIA
JOHN PHILLIP SOUSA MEMORIAL BRIDGE
Congressional Cemetery
POTOMAC
KENTUCKY AVENUE
295
CAPITOL STREET
FREEWAY
5
3
4
FAIRLAWN AVE
MINNESOTA
NAYLOR
PENNSYLVANIA
Saint Elizabeth's Hospital
SUITLAND
FORT STANTON PARK
RANDLE HIGHLANDS
Rosemont Cemetery
Cem
GARFIELD
ALABAMA AVE
HILLCREST
Hillcrest Rec. Cent.
CAMP SIMMS

1-THE 600 BED SHELTER FOR THE HOMELESS WILL BE HERE
2-THE ANACOSTIA RECREATION CENTER IS HERE (less than one mile from the shelter)
3-ANACOSTIA HIGH SCHOOL IS HERE (a short walking distance from the shelter)
4-KRAMER JR HIGH SCHOOL IS HERE (a short walking distance from the shelter)
5-SAVOY ELEMENTARY SCHOOL IS IN THIS AREA (less than 2 blocks from the shelter)
YOUR HOME IS WITHIN A SHORT WALKING DISTANCE OF THE PROPOSED SHELTER..

Scale in Miles
½ 0 ½
½ 0 ½ Scale in Kilometers
ONE INCH EQUALS APPROXIMATELY 4/10 OF A MILE OR 7/10 OF A KILOMETER



Must Anacostia always be the

DUMPING
GROUND!!

a shelter for 600

HOMELESS
MEN bussed into Anacostia

--NO! if we stand up and speak together we have a right to be heard. Who listens if you stay home? Come out and fight for your community.

THURSDAY, OCT. 24
Anacostia High School
16th + R Sts SE at 7 p.m.

Advisory Neighborhood Commission 6C
2041 Martin Luther King, Jr. Avenue
Suite 300
Washington, D.C. 20020

Bulk
Rate
Permit
2269

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 Martin Luther King Jr. Ave., S.E.
Suite 300
Washington, D.C. 20020
(202) 289-6600

COMMUNITY FORUM AND RALLY
ON
THE PROPOSED 600 BED SHELTER FOR ANACOSTIA
ANACOSTIA SENIOR HIGH SCHOOL
16TH AND R STREETS SE
THURSDAY, OCTOBER 24, 1985
7 PM - 9 PM.

THE ADVISORY NEIGHBORHOOD COMMISSIONS 6C & 8A OPPOSE THIS SHELTER

I OPENING

II COMMUNITY ORGANIZATIONS (ALPHABETICALLY)
Invited: AD HOC COMMITTEE ON ANACOSTIA HOMELESS SHELTER
ANACOSTIA COORDINATING COUNCIL
ANACOSTIA PROFESSIONAL MERCHANTS ASSOCIATION
BANGOR STREET CIVIC ASSOCIATION
CONCERNED CITIZENS ASSOCIATION OF SOUTHEAST
FAIRLAWN CITIZEN ASSOCIATION
FREDERICK DOUGLASS IMPROVEMENT COUNCIL
NEIGHBORHOOD HOUSING SERVICE
SCHOOLS:PRINCIPALS & PTA REPRESENTATIVES
    ANACOSTIA, KETCHUM, KRAMER, ORR, STATON
SENIOR CITIZENS COUNCILING AND DELIVERY SERVICES

III ADVISORY NEIGHBORHOOD COMMISSIONS
ANC 6C IMPACT AREA
ANC 8A ADJACENT COMMISSION

IV ELECTED REPRESENTATIVES OF WASHINGTON DC
Invited: THE HONORABLE WALTER FAUNTROY, D.C. DELEGATE, 2041 MLKing Ave SE, Rm 311
THE HONORABLE MARION BARRY, MAYOR,*District Bldg, Rm 106
NADINE P. WINTER, CITY COUNCIL MEMBER, WARD 6, District Bldg, Rm 106
WILHELMINA J. ROLARK, CITY COUNCIL MEMBER, WARD 8, District Bldg, Rm 125
DAVID CLARKE, CITY COUNCIL CHAIRMAN, District Bldg, Rm 107
BETTY ANN KANE, CITY COUNCIL MEMBER AT-LARGE, District Bldg, Rm 107
HILDA H.M. MASON, CITY COUNCIL MEMBER AT-LARGE, District Bldg, Rm 110
JOHN RAY, CITY COUNCIL MEMBER AT-LARGE, District Bldg, Rm 122
CAROL SCHWARTZ, CITY COUNCIL MEMBER AT-LARGE, District Bldg, Rm 104

QUESTIONS FROM THE COMMUNITY

PETITION COLLECTIONS
DIANNE DALE, CONCERNED CITIZENS ASSOCIATION OF SOUTHEAST

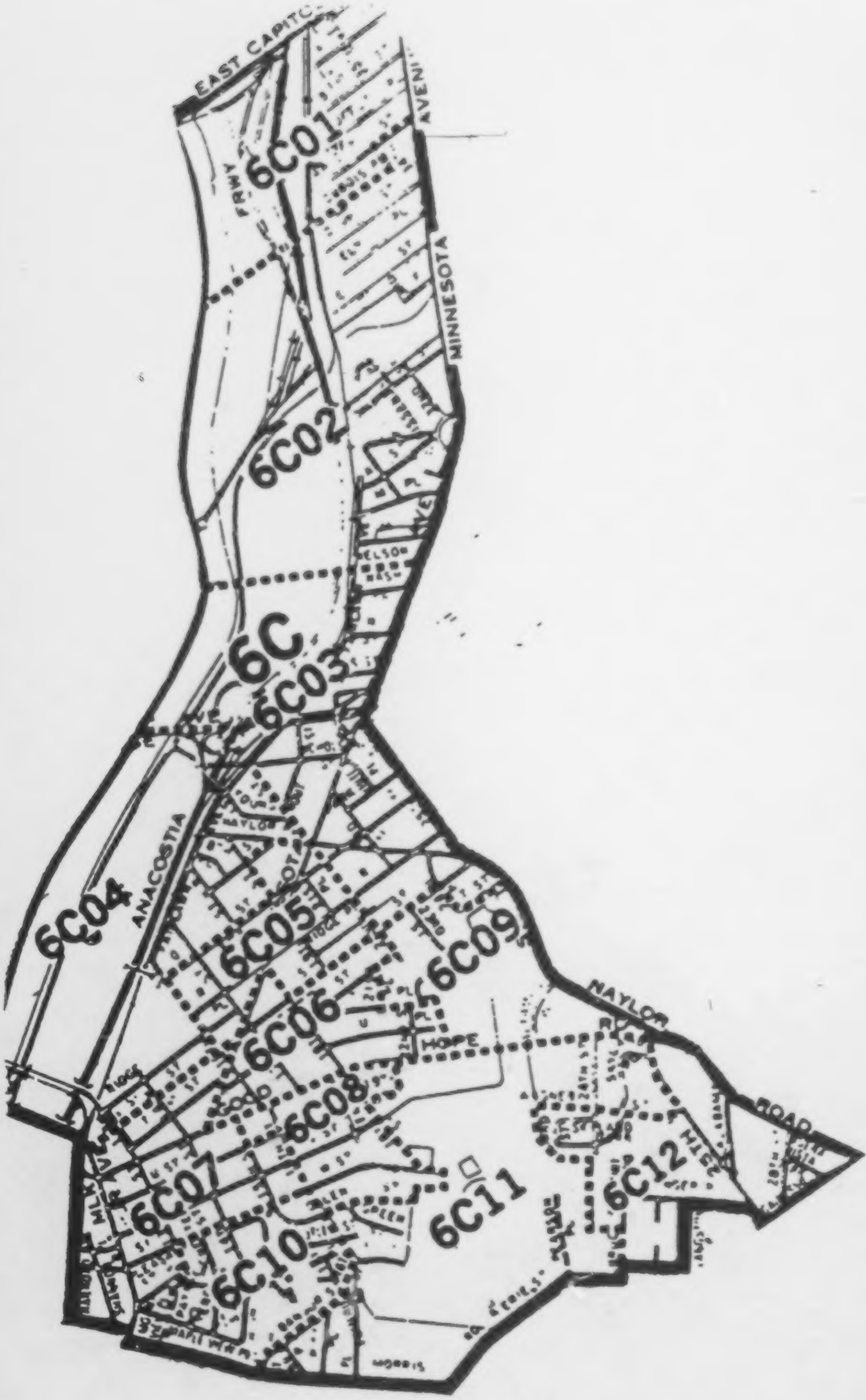
RALLY
CHARMAIN BARKLEY, PROTEST SUB-COMMITTEE
ON ANACOSTIA HOMELESS SHELTER

SUMMARY

ADJOURNMENT

*District Building, 1350 Penna Ave., N.W., Washington, D.C. 20004.

If Anacostia Park is to be the site of the new D.C. Homeless Shelter
will Rock Creek Park be the site of the new D.C. Jail?


EAST CAPITOL
AVENUE
FRWY
6C01
MINNESOTA
6C02
6C
6C03
6C04
ANACOSTIA
NAYLOR
6C05
6C09
6C06
NAYLOR
HOPE
ROAD
6C08
6C07
6C11
6C12
6C10

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Stella Robinson	2360 High St S.E.		10-19-85
[illegible]	2352 High St. SE		10-19-85
[illegible]	2352 High St. SE #11		10-19-85
Nellie Williams	2352 High St SE		10-19
Cynthia Lacy	2352 High St., SE #5		10-19-85
Levon Harris	2352 High St, SE #5		10-19-85
Jacqueline Shipman	2352 High St. #5		10-19-85
[illegible] Shipman	2352 High St. S.E. #5		10-19-85
[illegible]	2352 High st S.E. #4		10-19-85
Alison Goodman	2352 High St S.E. #2		10-19-85
LaVerna Goodman	2352 High St. S.E. #2		10-19-85
Ethel Faison	2352 High St. S.E. #3		10-19-85
Jerry Niles	2325 High St S.E. #4		10-19-85
[illegible] McCullum	2319 High St. S.E.		10-19-85
Eloise M. Anderson	2364 High St S.E.		10-19-85
Ruth + Lee Harris	2356 High St		10-19-85
Tondelayo Bishop	2360 High St.		10-19-85
Martha Bishop	2256 High St. SE		10-19-85
Terry M Robinson	2256 High St S.E		10-19-85
Cornelius V. Middleton	1350 Valley Pl. SE #302		10-19-85
Howard E Bellamy	1355 Valley Pl. SE		10-19-85
Jerome Jefferson	1355 Valley Pl SE		10-19-85
Mary [illegible]	1355 Valley Pl se		10-19-85
Virgil Martin	1348 Valley Pl se.		10-19-85
Katherine Martin	1348 Valley Pl se		10-1985
Tonya Ewell	1344 Valley Pl SE		10-19-1985
Loretta P. Ewell	1344 Valley Pl. SE		10-19-85
Janet Lewis	1342 Valley Pl SE		10/19/85
[illegible] Mason	1337 Valley Pl		10-19-85
Nola Little	1333 Valley Pl. SE		10-19-85
Mrs. Johnson	1321 Valley Pl. S.E.		10-19-85
Ms. Linda Boyd	1329 Valley Place SE		10-19-85
Mrs Marsha Logan	1327 Valley Pl. S.E.		10-19-85
Mr Larry Logan	1327 Valley Pl. SE.		10-19-85
Mrs. Mary T. Harris	2318 High St SE		10-19-85
Mrs [illegible] Jefferson	1325 Valley Pl. SE		10/19/85
Mrs Lucy Smith	1323 Valley Pl SE		10/19/85
Mrs. [illegible]	1321 Valley Pl. SE		10/19/85

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Sheila Jones	1321 Valley Pl SE		10/19/85
Brandon Jones	1321 Valley Pl SE		10-19-85
Lisa Patway	1334 Valley Pl SE		10-19-85
Sherry Thomas	1334 Valley Pl SE		10-1985
Ernestine Patway	1334 Valley Pl SE		10-19-85
Lauritia Jones	1321 Valley Pl SE		10-19-85
[illegible] Jones	1321 Valley Pl SE Wash DC		10-19-85
Chris Jones	1321 Valley Pl SE, Wash DC		10-19-85
Bernice Black	1321 Valley Pl SE		10/19/85
Dorothy Johnson	1321 Valley Pl SE		10/19/85
Dante [illegible] Williams	1321 Valley Pl SE		10/19/85
Dean Jones	1321 Valley Pl SE		10-19-85
[illegible] Jones	1321 Valley Pl SE		10-19-85
Elliott Baker	1321 Valley Pl SE		10-19-85
Lewis Johnson	1321 Valley Pl SE		10/19-85
Paulette Williams	1321 Valley Pl SE		10-19-85
[illegible] Orr	1321 Valley Pl SE		10-1985
Sharon Frankland	132 Pl SE		10-1985
Rickey Black	1321 Valley Pl SE		10-19-85
Nickey Black	1321 Valley Pl SE		10-19-85
Bruce Jones	1321 Valley Pl SE		10-1985
[illegible] Jones Junior	1321 Valley Pl SE		10/19/85
Soupy Smith	1311 Maple View Pl SE		10-19-85
Raphael Smith	1311 Maple View Pl SE		10-19-85
Herbert B. Hardin	1317-Valley Pl SE		10/19/85
Betty J. Nelson	2356 High St SE		10/22/85
[illegible] B. Bazemore	2356 High St.		10-22-85
[illegible]	2356 High St T-2		10/22/85
[illegible]	2356 High St S.E.		10-22-85
Annette [illegible]	2356 High St SE T[illegible]		
Catherine Johnson	2356 High St SE		10-22-85
Marcus Tinsley	2360 High St SE		10-22-85
Sharline Burgess	2360 High St SE		10-22-85
	1386 High St SE		10-22-85
Rosa L. [illegible]	1384 Morris Rd SE		
[illegible] Kit	1391 Morris Rd SE		10/22/85
Ruth N Ferguson	2513 High St S.E. Wash D.C. 20020		
[illegible] Ferguson	2513 High St S.E. Wash D.C. 20020		

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
[illegible]	2513 High St S.E.	678-6752	[illegible]
ROSE Claytor	2525 SE St	678-6347	10-2
Beulah Sherman	2525 SE ST	678-6347	10/23/85
Shorty BlAIR	The PlACE	678-BlAIR	
Mildred D. Dorsey	2515 High St. S.E.		10-21-85
Lenette Johnson	2360 High St S.E.		10-21-85
Lillie Jacobs	2360 High St S.E.		10-20-85
Jim Heywood	2360 High St S.E		10-21-85
LES Ocheman	2360 High St S.E.		10-21-95
Bobby Johns	2514 High St S.E.		10-21-85
Agnes Jacobs	2526 W St. S.E.		10-21-85
Ada Williams	1391 Morris Rd. S.E.		10-21-85
Florien Little	1460 Bangor St SE		10-22-85
Jamie Cofied	1460 Bangor St S.E.		10-23-85
HUME LEE	1462 BANGOR St S.E.		10-23-85
Jonetta Spriggs	1462 Bangor St S.E.		10-23-85
Jennifer Sellers	1452 Bangor St. S.E. #302		10-23-85
Garland Willis	1452 Bangor St SE		10-23-85
Elizabeth Powe	1452 Bangor St SE		10-23 85
Henry Powe	1452 Bangor St	678-2193	~~10-2~~ 10-23
Betty O'Neal	1452 Bangor St. SE.		10-23-85
Willena Parker	1452 Bangor St S.E.		10-23-85
Robert Oglesby	1452 Bangor St SE.		10-23-85
Barbara Beckwith	1454 Bangor St. SE.		10-23-85
Anna Hoces	1454 Bangor St SE		10-23-85
Gillespie Ford	1454 Bangor 102	6787166	
Annie L. Hinton	1454 Bangor St SE 204		10-23-85
Dwane Powell	1447 Cedar St S.E.		10-23-85
Shelton Alston	1447 Cedar St SE		10-23-85
Kinnette Martino	2360 High St SE		10-23-85
Claudelle Martino	2360 High St SE		10-23-85
Thomas Hearns	1447 High St. SE.		10-23-85
Isabelle Tillman	1457 St. SE		10-23-85
Grace Marshall	1456 BANGOR St. S.E.		10-23-85
James Speed	1456 Bangor St SE		10-23-85
Corey Hart	1456 Bangor St. SE.		10-23-85
Rev Charles Brown	1441 Cedar St #102		10-23-85
Ines Reynolds	1441 Cedar St SE #101		10-23-85

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 · and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
[illegible]	1441- Cedar St.		10-23-85
Elly Hammond	1441 Cedar St 301		10-23-85
Willie Chapman	1437 Cedar St SE		10-23-85
Sarah Turner	1437 St. SE		10-23-85
Donald Williams	1437 Cedar St SE		10-23-85
[illegible]	1437 Cedar St SE		10-23-85
Otis Boyd	1437 Cedar SE		10-23-85
Kenneth Baker	1437 Cedar St SE.		10-23-85
Shirley Watts	1437 Cedar St SE		10-23-85
Kathy Pearson	1427 Cedar St #301		10-23-85
David V. Bryant	1425- Cedar St S.E. #302		
Grace Bryant	1425 Cedar St SE #302		
Dionne Lofton	1437 Bangor St S.E.		10-23-85
Curtis Little	1437 Bangor St. SE.		10-23-85
Vilma Wint	2247 Chester St SE		
[illegible]	2235 Chester St SE		
[illegible] Jackson	2237 Chester St SE		10-23-85
Sebastian Harris	2318 High Street SE		10/23/85
Nelson Little	1333 Valley Place SE		10/23/85
Mary E. Cooper	1218-11 Street SE		10/23/85
[illegible]	2426 Wagner St. S.E.		10/23/85
[illegible] Reed	2326 High St SE		10-23-85
[illegible]	1323 Valley Pl. SE		10/23/85
[illegible]	2225 High St SE #4		10/23/85
[illegible]	2225 High St SE #4		10/23/85
[illegible]	1428 - Cedar St S.E		10/23-85
Peter Parker	1428 Cedar St S.E.		10-23-85
GWENDOLYN VANHAGEN	1425 CEDAR St. S.E. #202		10-2
JAMIE MCNAIR	1447 CEDAR St. S.E. #202		10-23-85
William [illegible]	3417 B SE		10-23-85
Henry Little	1047 Cedar St SE.		10-23-85
[illegible] Conaway	1438 Cedar St SE		10-23-85
Miss [illegible]	1440 CEDAR S.E.		10-23-85
Mrs. Pearl [illegible]	1440 Cedar St SE		10-23-85
Mrs. [illegible] Cofield	1440 Cedar St. SE		10/23/85
MARY BACKSDALE	P.O. Box 30620 WASH. D.C.		10/23/85
ROZ Wilson	1433 Cedar St. S.E.		10/23/85

RETURN TO: ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE, S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 · and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
[illegible] Ford	2805 Ivy[illegible] Rd Ft Wash MD 20744	241-7832	10/21/85
Mary Hadley	3900 Calverton Blvd. #203 Beltsville, MD 20705	572-2891	10/21/85
[illegible]	2433 Wagner St. SE	889-1075	10/21/85
[illegible] L. [illegible]	1413-E St SE Wash DC	543-0445	10/21/85
Hilda E. Malone	3092-Stanton Rd Wash D.C.	889-9725	10/21/85
Ruth Garner	4514 Kirkmount Rd. [illegible] MD 20706		[illegible]
Hubert N. Black	922-15th St S.E	5436897	10/21/85
William M Green	2015-19th Dr Temple Hills MD.		
Marie [illegible]	#12 8750 Georgian [illegible] Silver Spring Md 20910		10/21/85
Margaret Jackson	Bryans Rd Md 20616		
Fredric [illegible]	273 37th Pl S.E.	584-0254	10-21-85
Eric Jones	2607 Southern Ave 203		
Marjorie [illegible]	1733 27th SE, Wash N. 20020		10-21-85
[illegible] V Adrian	339 Div Ave NE		10-21-85
M.V. McMillan	938 [illegible] CT [illegible] Va		
[illegible] B. Edwards	3922 [illegible] Ave Temple Hills Md.		
[illegible] R Thornton	3502-Chadwick Ct Temple Hills MD.		
[illegible] Edwards	609 21st St NE - DC 20002		
Mary L Lockhart	1122 21st NE-DC 20002		
Ronald Thomas	DCCH		
Phillis Morris	4500 Lee ST NE		
[illegible] M. Brown	1614-D. ST SE	—	10/23/85
Anthony V. [illegible]	2450 Wagner St SE		
[illegible]	2433 Wagner St. SE		
[illegible]	2433 Wagner St SE		
Ella Dickerson	2336 High St S.E.		
Dorothy Harris	1428-Tee St. SE		10/24/85
Dorothea Harris	1428-Tee St SE		10/24/85
[illegible] Harris	1428-Tee St SE		10/24/85
Thelma Scott	1415-18th Pl SE		
[illegible] J Kelly	1415 18th Place SE	678-5941	10/24/85
[illegible] M [illegible]	1532 Vee St SE		
[illegible] White	1408 14th St S.E	889-6092	10/24/85
Gloria Courtney	1410-19 st	6785565	
Paula A Bird	2110 T St. S.E.	889-1392	
Jerry S. Bird	2110 T St. S.E.	889-1392	
William E Tyler	2211 S. ST. S.E.	584-6611	

OPPOSED TO THE HOMELESS IN ANACOSTIA PARK

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Beatrice Bean –	1620 Que. St. S.E.	678-2872	10/11/85
Terri Bean	1620 Q St SE	678-2872	10/11/85
LaVerna Bean	1620 Q. St SE	678-2872	10/11/85
Allie M Price	1510 16th St SE	678 0148	10/12/85
Ernine Price	1510 16th St SE	6780148	10/12/85
Larry D Price	1510 16th St SE	6780148	10/12/85
Shirley Price	1510 16th St. SE	678-048	10/12/85
Dwight Price	1510 16th St. SE	678-0148	10-12-85
Barbara A. Watson	1508 16th Street, SE.	678-0112	10-12-85
Monica Washington	1511 17th Street, SE #1	889-5469	10-12-85
Victoria Phelps	1508-16th Street S.E.	678-0112	10-12-85
Mary L. McCarley	1506 16th St. S.E.	678-2557	10-12-85
[illegible] McCarley	1506 16th St SE	678-2557	10-12-85
Tertia E. Hogan	1506 16th St	6782557	10-12-85
Preston L Hogan	1506 16th st	678 2557	10-12-85
Agnes L. Evans	1504-16th St. SE	678-8949	10-12-85
Willie P Evans	1504 16th St SE	678-8949	10-12-85
Patrick Evans	1504-16th St. SE	678-8949	10-12-85
Norman Watts Jr	1603 Fairlawn Ave S.E	678-8980	10-12-85
Mildred P. Watts	1603 Fairlawn Ave SE.	678-8980	10-12-85
[illegible]	1607 Fairlawn Ave SE	6784088	10/12/85
Ella H. Carter	1607 Fairlawn Ave SE	6784088	" "
Williams Carter	" " " "	" "	" "
Barbara Carter	" " " "	" "	" "
T Alvin Carter	" " "	" "	" "
Starline Labore	1613 Fairlawn Ave, SE.	678-5262	10/12/85
Frances E. Moore	1613 Fairlawn Ave SE	678-5260	
Blanche Small	1613 Fairlawn Ave SE	678-5262	
Joyce D. Small	1613 Fairlawn Ave. S.E.	678-5262	10/12/85
Grace L. Small	1613 Fairlawn Ave, SE	678-5262	10/12/85
David A. Small	1613 Fairlawn Ave, SE.	678-5262	10/12/85
Daphne D Cannon	1619 Fairlawn Ave SE	678-3523	10/12/85
Clementine Parker	165 Fairlawn Ave SE	678-5362	10/12/85
Marie Phelps	1512 16th St. S.E.	678-4925	
Rosa Lee Watkins	1514 16th SE.		
Robert A [illegible]	1301 V St SE.	6784120	
Albert Watkins	1514-16th ST SE.	678-5196	
Vicky E. Johnson	1630 Que St SE	678 5552	10-12-85
Vida E Spencer	1630 QUE St. SE.	889-5548	10-12-85

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishment of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Ora L. Gilmore	1407 T St., S.E.	678-1945	
Dorothy L. [illegible]	1833-14th Pl. S.E.	678-5099	10-15-85
Elois J. [illegible]	1420 S St. SE	889-8795	10-15-85
[illegible]	[illegible]	727-1363	10-15-85
Portia [illegible]	626 Raleigh Pl	563-0811	10-[illegible]
Bertha J. Morgan	1611 York S.E.	889-1064	
Louise [illegible]	207 [illegible] St. SE #512	[illegible]	[illegible]
Beatrice W. Hayes	3221-20th St. N.E.	529-3008	10/15
Ivan E. [illegible]	3221 [illegible]	529-3008	
William J. Ramsey	1406 T St. S.E.	889-8271	
Evelyn M. [illegible]	1406 T St SE	889-8271	
[illegible]	1406 T St SE	889-8271	
[illegible] W [illegible]	1414 T St. S.E.	678-3417	
Kathy [illegible]	1411 T St SE	678-1909	
Thelma [illegible]	1421 T St. SE	678-1369	
[illegible]	1419 T St SE	678-1984	
[illegible]	1420 T St. SE	678-3658	
Anthony Edwards	1812 14th St. S.E.	678-9035	
Stephanie D. [illegible]	1810 14th St. SE	[illegible]	
[illegible]	1810 14th St SE	[illegible]	
Charles Jenkins	1826 14th St. SE	-	
Grace [illegible]	1802 14th St. SE	889-9737	
Sheila Richmond	1804 14th St. S.E.	678-3462	
Linda L. Turner	1804 14th St. S.E.	678-3462	
[illegible] McDaniel	1926-14th St. S.E.	678-4964	
Millie McDaniel	1926 14th St. S.E.	678-4964	
Marvin E. Freeman	1910 14th St SE	678-0762	
Herbert Freeman	1910 14th St SE	678-0762	
Monica [illegible]	1408 T St. S.E.	678-1945	
Stephen [illegible]	2319 High St. S.E.	889-1199	
Rev. Franklin [illegible]	1738 R St. SE	767-7050	
[illegible] K. [illegible]	1417 "T" St. S.E.	678-1397	
Robert [illegible]	1835 S St. S.E.	678 3763	
Annie B. [illegible]	1835 S St. S.E.	678 3763	
Margaret [illegible]	1624 [illegible] Pl SE	678-2646	
Stella & Jimmy [illegible]	1837 T St. SE	(202) 889-3107	
[illegible]	2409-17th Pl. SE	(202) 889-7194	
Charlene [illegible]	1430 18th Pl. S.E.	678-4559	
Mattie Wallace	1434 18th Pl. S.E.	678 4409	

[illegible]
WASHINGTON, D.C. 20032

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

	SIGNATURE	ADDRESS	TELEPHONE	DATE
	Shawn V. Turner	1501 W St S.E.	889-1634	10/23/85
	[illegible] Bowman	1511-W St S.E	678-1351	
	Tommy D. [illegible]	1516-W St SE	889-4369	
	Sarah Cox	1520 W St SE	678-8104	
	Eddie Cox	1520 W St SE	678-8104	
	Betty Wilson	1509 W St S.E.	889-3319	
	Franklyn Patton	1703 W St SE	889-0845	
	Paula Wilson	1509 W SE	#2 [redacted] 678-[illegible]	
	William [illegible] Wilson			
	[illegible] Allen	1519 W St. S.E	889-8927	10-22
	Vera C. [illegible]	"	" " "	
	Cardell H. [illegible]	"	—	"
	Mark A. [illegible]	"	— "	— "
	Sophia H. R. [illegible]	"	— "	— "
	[illegible] Ray Cox	1520 W St S.E.	678-8104	
	[illegible]	1530 [illegible] St SE	678-1637	
	[illegible]	8301 [illegible]	Clinton, MD	
	Barbara [illegible]	1659 W St SE.		10/23/85
Business	R.A.	2200 16th St SE	678-0179	
Business	[illegible]	2200 16th St SE	678-0179	
Business	[illegible]	2200 16th St SE	678-0179	
	[illegible]	2214 [illegible] SE	889-5516	
	Wilbert E. [illegible]	1580 16th St		
	[illegible]	3129 [illegible] Ave SE	—	
	Sharon Covington	3425 A St SE	—	10-23-85
	Ella McCurdington	1504 [illegible] St SE		10-23-85
	Sharon Davis	2314 Green St SE		
	[illegible] Smith	1645 W St. SE		
	Jackie B. Thomas	3930 Stanton Rd. SE #202		
	William Crawford	1134 [illegible] St		
	David Campbell	1627 V St SE		
	Ruth [illegible]	2314 16 St SE #7		
	Gail [illegible]	2310 -16- St SE #3		
	Samuel [illegible]	[redacted] - 2314 16th St SE Wash DC		
	[illegible]	2310 16th St SE #3		
	[illegible]	2310 16th St S.E #[illegible]		10/22/85
	John Michael Johnson	2314 16th St SE Wash DC 20020	678-6710	
	[illegible] McAfee	2310 16th St SE #3	889-2043	

PETITION TO: [illegible] MARTIN LUTHER KING, JR. AVE., S.E., ROOM [illegible]
WASHINGTON, D.C. [illegible]

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishenent of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Norman Matthews	2314 16 ST. SE	889-0181	
[illegible]	2314 16 St SE	678-[illegible]	
[illegible] Johnson	2314 16th SE #7		
[illegible]	2314 16th ST. S.E. #3	889-5794	
Michele Anderson	2318 16 St. S.E #9	678-7562	
Dorothy B. Williams	2318 16th SE #9	678-7562	
[illegible]	2316 16th St S.E #3		
Sheila E. Vinson	2318-16 ST SE #6	678-8190	
[illegible]	2318-16th St #5	678-6130	
John Jokes	2318-16th St SE #7	678-4717	
Carolyn Reyes	2318-16th ST SE #8-	No phone	
Jean Thompson	1494 Bangor St SE	889-4273	
Miss Annie Butler	2318-16 ST SE	889-9619	
Marie Richards	2318-16 ST SE #2	889-2830	
Ms [illegible]	232. 10th St. SE.		
Carolyn M. Johnson	2309 Green St. S.E. #1		
[illegible] Jeffery	2309 Green St. S.E. #1		
[illegible] White	2125 15th St SE	678-0638	
[illegible]	2123 15th St S.E.		
[illegible]	1452 V. St SE		
Rev. [illegible]	2127-15th St SE		
Elizabeth [illegible]	2127 15th St SE		
W. M. Thompson	1438 W St. S.E.		
Ola M. Thompson	1438 W St. S.E.		
[illegible]	1440-W-St-SE		
[illegible]	1434 W St. SE		
John A. [illegible]	1434 W St SE		
Anthony W. [illegible]	1432 W St. SE		
[illegible]	1432 West St		
[illegible]	1438-W-ST. SE	889-0004	10-2[illegible]
Ethel [illegible]	1416 W. St. SE		
Clarissa L. Hardy	1350 [illegible] Pl	678-8723	
Kenneth E. Gray	2125 15th St SE	889-8260	
[illegible] Turner	1501 W St SE		
Nathaniel W. Turner	1501 W St. S.E.		
[illegible]	" "		
[illegible]	2125 15th St SE	678-0638	
[illegible]	2125 15th St SE		

RETURN TO: ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Lionel Wood	2125 15th St. SE.		
Anthony Wood	2125 15th St. SE.		
Bryant Wood	2125 15th St. SE		

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast. Return TO ANC-6C-2041 M.L.K. Jr AVE S.E. Room 300 - 889-6600

SIGNATURE	ADDRESS	TELEPHONE	DATE
Dorothy E. Riley	1655-W St. SE.	678-6895	
Delores [illegible]	1602 U. St. SE	678 1608	
Christine McKeever	1226 U St SE.	889-7413	
Florence McKeever	1416 T St, SE.	678-5535	
Geneva L. Dougherty	1822 S St SE	6785382	
Walter Dougherty	1822 S St SE.	6785382	
Fannie [illegible]	1932 Good Hope Rd SE	889-9612	
Lavella Wallace	1934 Good Hope Rd SE	889-0454	
J. Van Dyke	1712 U St S.E.	678 2758	
[illegible] W. Washington	1635 S. SE.	678-1691	
Andrew L. Washington	1635 S St SE	" "	
Florence M. Powell	1903-17th St. S.E.	889-1885	
Bernard W. Hunt	2121 Young St SE	581-8077	
Pamela Pickens	1609 17th St. S.E # 3	678-8394	
Ivory S. Bradford	1438-18th St SE [illegible]	678-1718	
Annie Steeley			
Ramon [illegible]	1526 W St SE	889 0918	
[illegible]	1914 19th St. SE	6782769	
Helen Harris	1408 Minn. Ave SE	889-7587	
Gladys Garrett	2005 Fairlawn Ave SE	575-0344	
Edward H. [illegible]	2233-14 St Se		
Susan E. Eubanks	2331-High St SE	678-7093	
Carolyn Eubanks	2331 High St SE	6787093	
Barbara J. Clark	1620-Ridge Pl. S.E.	889-3151	
Brenda Allen [illegible]	1739 Galen St SE	889-4534	
Geneva C. Wilson	1901 23rd St SE	575-0268	
Hellin Pinkney	2235-14-St SE		
Peggy [illegible]	1659 U St. S.E.	678-8106	
[illegible]	1609 You St. SE	557-0708	
Cecelia Burrell	1606 U St SE	6784476	
William [illegible]	1609 U St. SE		
Janice Williams	1820-23rd Street S.E		
Jasmine Lemon	2308 Park Pl SE		
Renee Young	2314 Park Pl SE.		

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Jesureal [illegible]	1820-23RD St, SE.	584-0761	11/24/85
Mr & Mrs. Rurcal Bruce	1319 S St. S.E.	678-2028	
Samuel D Clark	622 Galveston St SE	562-2560	
Marvin Wilson	1613 T St SE	889 9284	
Ethaline Carter	2126-13th St SE	889 2068	
[illegible]	1624 U Street SE	678-4164	
[illegible] Nichols	1624 U Street SE	678-4164	
Thomas S [illegible]	1818 17th ST, S.E.	678 1663	
Oscar Bethea Jr	2002 T S.E.	678-4124	
Walter Howze	1366 W St SE	678-4536	
Candace (Wesley) Coleman	2210 M.L. King Ave SE	889-8900	
[illegible]	" "	"	

RETURN TO: [illegible]
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Diane J. Fleming	2224 R ST. S.E.	582-6583	10/22
Ethel M[illegible]	1722-16th St SE		10/21
Jean Bell	1724-16th St SE		10/22
Dorothy Burkette	1918-21 Pl SE		10/23/85
Ivy Hazelin	2115-T St S.E		10/23/85
Bettina Gillen	2222 R ST. SE	581-2042	10/23
Olivia Stromond	2220 R St SE	575-8868	10/23

RETURN TO: 2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Anna D. Davis	402 Oakwood S.E.		10-23-85
Sara [illegible]	2115-[illegible] St. S.E.		10/23/85
Shirley Fields	834-Xenia St. S.E.		10/23/85
George E. [illegible]	434 ORANGE ST. S.E.	5625561	10/23/85
Shirley Henderson	2950 2nd Street S.E.		10-23-85
Josephine A. Tyson	508 Foxhall Pl SE.		10-23 85
O. L. Davis	402 Oakwood ST. SE.		23 oct. 85
Rosa A. Davis	402 Oakwood St S.E.		24 oct '85
Stanford C. Mackey	465 Mellon St S.E.		24 oct '85
Trainer Bland	702 Bonini Rd, S.E.		10/24/85
Marguerite A. Tate	1201 Sumner Rd. S.E.	8898844	10-24-85
Melissa McCrea	3123 Robinson St SE	5613351	
Stella Collins	1521 Penn Ave	761-7190	
Evelyn Shelton	646-Chesapeake St. S.E.	5612597	
[illegible] Singletwood	39[illegible] Keller Rd S.E.		
Sharon Young	3330 22nd St. S.E.		10-24-85
[illegible] Miller	450 Oakwood St. S.E. #1		10-24-85
Cynthia L. [illegible]	437 Oakwood St. S.E		10/24/85
Calvin C. Masters	427 Oakwood St. S.E.		10-24-85
James [illegible]	429 Oakwood St SE Wash. D.C.		10-24-85
Elizabeth [illegible]	422 Oakwood St. S.E Wash. D.C		10-24-85
Mr. & Mrs Chandler	416-Oakwood St SE		10/24/85
Kathleen T. Halley	403 Oakwood St S.E. –		10-24-85
Dorothy B. Matthews	405 Oakwood St SE		10-24-85
John Epps	411-Oakwood St SE		10-24-85
Cheryl Epps	411 Oakwood St. S.E		10-24-85
William [illegible]	[illegible] Oakwood St SE		10/24/85
Helen [illegible] Matthews	1614 T St S.E.		10/24/85
Abraham Matthews	1611 T St S.E.		10/24/85

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 · and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Johnnie L. [illegible]	1352 Van Buren St NW	829-9538	10/24/85
[illegible]	3425 [illegible] Pl		
Clemenia J. Hailstock	2227 Ridge Pl SE		10/24/85
Charley E. Hailstock	2227 Ridge Pl SE		10/24/85
Kenneth E Chapman	1750-W-St-SE		10-24-85
[illegible] & Carolyn Harrell	1909 Fairlawn Ave S.E	582-1954	10/24/85
[illegible] J. Coleman	1514 V. St S.E. Wash. D.C	889-1291	
Richard K. Morton	2621 ½ M. L. K. Ave SE	678-7566	
Alvin G. Collins	1614 C Ridge Pl. SE	678 2216	
Mr & Mrs [illegible] Morgan	1611 Ridge Pl SE	889-1064	
[illegible]	1621 W St SE	889 0535	
Sanford E. W. Coleman	1341 W St. S.E.	889-0486	
Beatrice Williams	1616 Ridge Pl SE	678-3877	
Bernice E. Powell	4000 [illegible] Rd SE	—	
Joan Graham	1436 Ridge PL SE	—	
Cynthia Cooke	622 Galveston St. S.E.	562-2980	10-24-85
Carolyn Gatewood	1526 W. St. S.E.	889-0918	
[illegible] Gatewood	" " "	"	"
[illegible] Gatewood	" " "	"	"
Harry N. Paige III	1716-V-St.S.E.		
Joanne L. [illegible]	1907 R ST. S.E		
Rebecca L. Philpott	1814-17th ST. S.E.		
[illegible]	1673 'W' ST. S.E		
Concha O. Johnson	625 Galveston Pl SE		
William H Philpott	1814-17th St. SE. DC		
Jennifer A. Boone	2218 31st St. S.E.	584-8516	10/24/85
Theodore A Boone Jr	2218 31st St SE	584-8516	10/24/85
Betty Pendarvis	1814 Q St SE #3	678 2054	10/24/85
Raymond Key	2510 [illegible] Rd	889-6162	10/24/85
[illegible]	1843 S St SE	678 1428	10-24-85
Tracy Williams	1739 [illegible]		10/24/85
[illegible] Smith	2342 Green St. S.E.	889-1278	
Blanche E. [illegible]	1445 Ridge Pl SE	678-2183	
[illegible]	1776 [illegible] St SE 20020		
Juanita [illegible]	1661 U St SE		

RETURN TO: [illegible]
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Jacqueline B. Stuckey	1902 R Str., S.E	678-2648	10/23/8
[illegible] Horne	1900 R. St S.E.	6784288	10-23
Barbara Stuckey	1902 R Street S.E	678-2648	10/23/89
Shirley Y. Brown	1903 R-St SE	889-9574	10-23-8
[illegible]	1902 Ridge PL, S.E.		
Cheryl A. Wilson	1900 Ridge Pl. SE.	678-8403	
Freeman Beale	1906-Ridge Pl, S.E	678-4011	
Claude Beale	1906-Ridge Pl, S.E	678-4011	
Daniel Parker	1914 Ridge PL S.E.	678-1846	
Michael Williams	1909 Ridge PL SE	6782320	
Constance M. Parker	1914 Ridge Pl. S.E.	678-1846	
Della Williams	1909 Ridge Pl. SE.	678-2320	
Angela P. Sanders	1914 Ridge Pl. S.E	678-1846	
Cynthia Wheeler	1918 Ridge Pl SE	8899521	
Josiah E. Sherry	2,000 Ridge pl. S.E.	678-3684	
Naomi Hamlett	2008 Ridge Pl. SE.		
Johnnie M. Adams	2001 Ridge Pl S.E.		
Louis Adams Jr			
Wendell O Adams			
Cornell Adams			
Del Shawn Adams			
[illegible] Ramsey	2009 Ridge Pl. SE		
Roy T. Ramsey	2009 Ridge Pl. S.E.		
Evelyn Scruggs	2012 Ridge Pl. S.E.		
William E. Scruggs	2012 Ridge PL SE		
[illegible]	2016 Ridge Pl. SE	20020	
[illegible]	2014 Ridge Pl. SE	20020	
Rose Brown	2018 Ridge Pl SE	20020	
Michael Brown	2018 Ridge Pl SE.	20020	
Christopher Brown	2018 Ridge Pl SE	20020	
Rose Hamilton	2020 Ridge Pl. SE.	20020	
Johnnie McNeil	2023 Ridge Pl. SE.	20020	
[illegible] Adams	2019 Ridge P.L SE.	20020	
Hattie T. Adams	2019 Ridge Pl. SE.	20020	
Milton T. Henderson	2021 Ridge Pl. S.E.	20020.	
Ruth G. Henderson	2021 Ridge Pl. S E	20020.	
Carolyn H. Lawson	1915 R St S.E.	20020	
Michelle Ward	1909 R. St. S.E.	20020	678-1694

RETURN

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM [illegible]
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

	SIGNATURE	ADDRESS	TELEPHONE	DATE
	Eunice Roy	1629 U St. S.E.	889-1564	
	Bellie Roy	"	"	
	Linda Roy	"	"	
	Charlene Roy	"	"	
5	Della Williams	1635 U St SE	889-6501	
	Johnnie Williams	1635 U St. SE	" " " " "	
	Edward Lake	1644 U St SE	678-3886	
	Laura L. Bates	1644 U St SE	678-3886	
	Bennie [illegible] Lake	1644 U ST. SE.	678-3886	
10	Tracy Barnes	1644 U. ST. SE.		
	Carroll E. Reid	1646 U St SE	6785953	
	Michael L. Reid	1646 U ST SE	6785953	
	[illegible]	1652 U-St SE	678-3582	
	Howard B. Smith	1658 U St SE.	889-1692	
15	Patricia Dale	1972 Fendall St. S.E.	678-6354	
	Pamela Williams	1974 Fendall St. S.E.	889-2503	
	Mary Ann Miller	1663 U. St. S.E.	889-4358	
	Juanita [illegible]	1661 U St SE	889-6007	10/18/85
	Peggy Telesford	1659 U-St. S.E.	678-8106	
20	Edith Simmons	1657 "U" St. S.E.	889-0397	
	Effie Simmons	1657 U St SE	8890397	
	Clementine White	1655 U St. S.E	889-1532	
	William Wright	1638 U St SE.		
	Doreen P. Hair	1624 U. St. SE		
25	Ericka P. Hair	1624 U. St. SE		
	Debra Todd	1612 U St SE	889-7660	
	Alonzo Todd	1612 U St. SE.	"	"
	Cheryl Taylor	1607 U St SE		
	Robert L Keith	1621 U St. S.E.	8890535	
30	Cynthia Burrell	1606 U St SE DC.	6784476	
	Thomas Alston	1610 U St. S.E.		
	Irene Harris	1604 U St SE	6783706	
	GREGORY JEFFERSON	1602 U ST SE		
	[illegible]	1601 U St. SE.		
35	James Robert Boyd Sr.	1603 U St S.E.		
	William Johnson	1609 U St. SE.	889-8266	10-19-85
	Agnes Harrison	1623 U St SE.		
	[illegible] Young. Geraldine P. Young	1635 U St. S.E.		

RETURN TO:

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Wilson Freeman	1820- 18th St. S.E.	678-3206	10/12/85
Olivia Stewart	2220-R St SE	6754768	10/12/85
Ruth M Berry	1433 Ridge Pl SE	678-0298	10/12/85
James M. Kelly	3400-25th. Street S.E.	678-1820	10/12/85
Brenda Adams	3400 25th CT SE	678-1820	10/12/85
Paul Jones	1721 Burk St. S.E.	—	10/12/85
Susan K Carson	1713 Frankford St SE	678-5754	10/12/85
Gloria Barnes	1728 40th St S.E.	575-5915	10/12/85
Charles Toliver	4665 Kendrick Rd	569-8669	10/12/85
Scott Wells	1871 Alabama Ave SE	889-5475	10/12/85
H. Kerry Barnwell	2610 Naylor Rd S.E.	581-0319	10/12/85
Linda James	2103 [illegible] Ter SE	6784323	
[illegible]	1811 Erie St SE	678-0852	10-12-85
[illegible]	1447 [illegible] St SE	8890180	
Cheryl Wilkerson	1710 T. St. SE #102	678-0363	
Carolee Alstand	2735 Ft. Baker S.E.	10/12/85	581-4830
Shirley Weston	2812 Texas Ave SE	10/12/85	582-1405
Charlotte [illegible]	2958 Raynolds -	10/12/85	8894074
James Nelson	2446 [illegible] St S.E.	678-2895	
Hattie Payne	1429-Cedar St S.E.	678-5686	
Verdale Liteeman	2202 U Pl. SE	889-2136	
Clarence [illegible]	1826-18th St SE	678-4023	
Margaret [illegible]	1826 18 St SE	" " " "	
Willie F. Freeman	1820-18th St. S.E.	678-3206	
R. Allen			
Roosevelt Little	1815 Minn Ave SE		
→ 678-0583 or 889-7080			
Tony [illegible]	1995 [illegible] SE 20020		
578-9099-60 392-1889			
Christine Bufford	1511 19th St. SE	889-7388	
George [illegible]	1811-18 St SE.	8892941	
T. Rose Morales	1706 Minn Ave SE	678-8129	
Isabelle B Hunt	1817-18th St SE.		
[illegible] P. Dickens,	1816 18th St SE.	889-4030	
[illegible]	1814-18 St SE Wash.	678-1236	
[illegible] F. Evans	1814-18 St SE Wash DC		
[illegible]	1817-18 St S.E. Wash DC		

RETURN TO:

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Ernest Darling	1828 18th St SE	678-0083	10/85
Shirley McGuire	1802 18th St S.E.	678-4[illegible]5	10-12-85
Angela Harris	2529 Shenandoah St. S.E.	671-5887	10/12/85
Jane Holton	51-47th St		12 Oct 85
[illegible] Gibson	894 B [illegible] S.E 20020		
Naomi Jones	130-36th NE		
[illegible]	604 E St NE Wash. DC		10/12/85
Chiquita [illegible]	5216 Cloud Pl. N.E 20019		10/12/85
Pat Lipford	5200 Clay St. N.E. 20019		10/12/85
Mary Pearson	3163 Robinson St. S.E.		
[illegible]	5653 A St. S.E.		10/12/85
[illegible] Edwards	3430 Penn S.E 20020		10/12/85
[illegible]	2700 M L K Jr. ave S.E. Wash. DC		
Ethel Murray	2908 Naylor Rd SE # B161		
Valerie Gladden	1760 Stanton Terrace, S.E.	889-4763	10/12
Ethelyn Stafford	1760 Stanton Terr. S.E.	678-2097	12-85
[illegible]	1760 Stanton Terr. S.E	678-2097	10-12-85
Margaret McKinnon	3486-23rd St. S.E.	889-0993.	10/12/85
J. R. Graves	4707 Nash. St N.E.		
Mary E. Taylor	2406 Elvans Rd	889-0031	
Mabel Bradford	2704 Douglas Pl. S.E.		
[illegible]	25[illegible] St 25 St		
Deborah A Vaughan	3330-14th Place, S.E. #101 DC. 20032		
Catherine Greenwood	1423-S-St SE.		101285
Mary [illegible]	1529-S St SE		
Mrs. Slaughter	2582 Naylor Rd. S.E. #T-1		
[illegible] Johnson	1815-28th Pl. S.E		10/12/85
[illegible] Parker	2860 [illegible] RD S.E		
A.R. Holton	3011 ERIE ST. S.E #B257	581-9346	10/12/85
[illegible]	[illegible]-3rd St NW DC		
D. C. [illegible]	1436 T st SE		
[illegible] Robinson	1658 Howard St	678-5751	
[illegible] M. [illegible]	1815 S Street, S.E. Wash., DC 20020		
[illegible] Crawford	1800-18th St. S.E Wash. D.C. 20020		
Doretha Sanders	1803 18th SE		
[illegible] M. [illegible]	1815 S St. SE DC 20020		
[illegible] G. McGee	1802 18th St. S.E. DC 20020		
[illegible]	1828 18th St S.E.		

RETURN TO: ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM [illegible]
WASHINGTON, D.C. 20020 ,

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Kenneth [illegible]	1525 Ridge Pl S.E.	N/A	10-13-85
Leonard [illegible]	[illegible] 16th St. S.E. #2	N/A	10-13-85
[illegible]	1923 16th St SE		10/13/85
Darnell D. [illegible]	1919 - 16th St. SE. DC		10/13/85
[illegible]	1923 16th St. SE	N/A	10.13.85
Charles [illegible]	1840 Minn. Ave S.E.	678-2778	13 Oct 85
Ronald Thompson	1572 Good Hope Rd SE	678-1675	13 Oct 85
Cleveland Riggins	1423 Minnesota Ave. S.E.	889-3828	
Keith [illegible]	3334 [illegible] Place S.E.	581-4276	10-13-8
[illegible]	1533 Good Hope Rd. S.E.	836-3025	
Robert [illegible]	[illegible]		
Jimmie [illegible]	13806 Town Line S.E.		
Marvin [illegible]	1980 14th St SE Wash. DC	678-0762	
Charles [illegible]	1814 - 14th St SE Wash DC 20020		10/13/85
Marlene Harris	1343 "S" St SE Wash DC	678-57[illegible]	
Anthony Powell	1327 S St. SE Wash. DC	678-2633	
V. J. Powell	1327 S St SE Wash DC 20020		
Robert S. [illegible]	1327 S St SE Washington DC		
Al Stewart	1320 S St SE Wash. DC 20020		
Arnold Williams	1425 S St SE Wash D.C. 20020	889-1[illegible]	
Ronald [illegible]	1304 S St SE Wash DC 20020	678-1922	
[illegible]	1326 Ridge Pl SE Wash 20020	678-1917	
Darlene [illegible]	1333 Ridge Pl SE Wash DC 20020	889-3[illegible]	
[illegible] Johnson	1335 Ridge Pl SE Wash DC 20020	889-3290	
10/13/85 Edith [illegible] Johnson	1334 Ridge Place	678-3065	
Veronica [illegible]	[illegible] Ridge Pl SE DC	[illegible]-1828	10/13/85
Josephine H. [illegible]	1353 Ridge Pl SE Wash DC	678-[illegible]	10/13/85
[illegible]	1340 Ridge Pl SE Wash DC	N/A	10-13-85
Tommie [illegible]	1408 S St SE Washington DC 20020		
Reginald W. [illegible]	1415 S St. SE Wash. DC 20020		
Mr & Mrs. Robert [illegible]	1417 S St. SE Wash D.C. 20020		
Mr + Mrs. Walter D. [illegible]	1425 S St SE Washington DC 20020		
Ms. [illegible]	1427 S St SE Wash DC 20020		
Ronald [illegible]	1430 S St SE Wash DC 20020		
Ruth [illegible]	1430 S St SE Wash DC 20020		
Margaret [illegible]	1438 S St SE		Oct 13 85
S. [illegible]	1420 S St. SE.		Oct 13 85
James [illegible]	1421 S. St SE		Oct 13 85

RETURN TO: [illegible]
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM [illegible]
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishment of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Tanya S. Mitchell	1811 Que St. SE #3	678-8257	10/23/8
Donald [illegible]	1915 S St SE	678-3241	
Myrna Jefferies	1412 18th St SE	678-7765	
[illegible] Green	1810 Q St SE	678-5945	
Robert [illegible]	2745 Union [illegible] SE	889-3224	
[illegible]	2300 Pa. Ave. 105	889-7141	
[illegible] S. [illegible]	2827 [illegible]	[illegible]	
[illegible]	1605 [illegible] SE	889-0467	
[illegible]	1633 [illegible] SE	678-3546	
[illegible]	2316 R St SE	447-0213	10/23
[illegible]	2015 Ridge Pl SE	4679217	
Chris [illegible]	1617 25th St SE	582[illegible]	
LAWRENCE [illegible]	1815 23rd St SE	581-5181	
Helen [illegible]	4434 E St SE	5755912	
Roberta B. Huff	1840 Minn. Ave.	8897676	
[illegible]	2015 [illegible] SE		
[illegible]	1800 [illegible] SE Wash DC 20020		
[illegible]	1800 Minn Ave SE 20020		
[illegible]	2916 SE [illegible] PL		
Bessie Davis	1622 19th St SE		
[illegible]	1811 R St SE		
William [illegible]	1828 R St SE		
[illegible] Howell	2215 Minn Ave SE		
[illegible]	[illegible]		
[illegible]	1609 21 Pl SE		
James T. [illegible]	1609 21st Pl SE #1 DC 20020		
[illegible]	1609 21st Pl SE #6 D.C. 20020		
Robert B [illegible]	1604 21st Pl SE DC 20020		
Florence [illegible]	1604 21st Pl SE DC 20020		
Wilhelmina [illegible]	2121 R St SE		
[illegible] Cook			
Myrtle [illegible]	2129 R St SE 20020		
Howard [illegible]	1919 R St SE 20020		
[illegible] Smith	1919 R Street S.E. 20020		
Gilda Brown	1920 R St S.E. 20020		
[illegible]	1913 R St SE 20020		
[illegible] Butler	1904 R St SE 20020		
[illegible] Ward	1909 R St SE 20020		

RETURN TO:

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Mary B. [illegible]	4545 Wheeler Rd.	894-9413	10-12-85
Helen E. Black	1405 18th Pl. SE.	678-4244	10-12-85
[illegible]	3311 Arthur Pl S.E.	583-6155	10-12-85
Betty Seabrooks	315 Livingston S.E.	561-1865	10-12-85
Henry Hughes	5645 21 St NE	399-7814	"
Lillian Coston	1330 Talbert Terr SE		"
Alma Dozier	1625 A St. S.E. Wash D.C 20003		10-12-85
Bessie A. Clark	2640 Wade Rd. SE [illegible] Zip 20020		
William L. Tyler	3522 6th St SE #4		10/12/85
Helen [illegible]	3518 - 6th St SE #10		10/12/85
Beatrice Bruce	3937 - Blaine St. NE		
[illegible] A. Smith	1626 Minnesota S.E.	678-9606	10-13-85
[illegible] R. Smith	1626 Minnesota S.E.	678-9606 -	10-13-85
Lloyd Robinson	1622 Minnesota Av. SE	889-452-[illegible]	
David [illegible]	1620 Mass. Ave. SE	678-6921	
[illegible] Washington	1635 S. St SE	678 1691	
Eula W. Washington	1635 S St SE	678-1691	
Cal M [illegible]	1629 Minnesota Ave SE	678 1634	
[illegible] Cone	1424 "S" St. SE.	678-4839	10-13-85
John C. Smallwood	1725 'S' ST. SE	889-9652	
Gloria Matthews	1816 17th St. SE	889-4449	
[illegible]	1818 17th St. SE		10/13/85
Roland [illegible]	1818 17th St. SE.		10-13-85
Charles [illegible]	1906 T St SE	678 1051	10-13-85
[illegible]	1658 Minnesota Ave. SE	678-[illegible]	10-13-85
[illegible] Williams	1900 T St. SE	678-2678	10-13-85
[illegible] A. Williams	1900 T St	678-2678	10-13-85
[illegible] B. Williams	1900 T St SE	678-2678	
Mary P. Bracey	1848 T St SE	678-5216	10-13-85
[illegible]	1866 T St SE	678-6926	10-13-85
[illegible]	1830 T St SE	889-0724	10/13/85
[illegible] Wood	1818 T St SE	N/A	10/13/85
[illegible] Wood	" "	N/A	10/13/85
[illegible] Womack	1816 [illegible]	678-6598	10-13-85
Cheryl [illegible]	1721 "S" St S.E.	678-9446	10/13/85
William Sanders	1802 18th St SE	889-6270	10/13/85
Harold D. Morgan	1806 18th St. SE	678-6115	10/13/85
Anthony Smallwood	1725 S St SE	678-2088	

RETURN TO:

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Virgie T. Williams	1616 S. St. S.E.	678-4713	10/13/85
[illegible] F. Oliver	1614 S St. S.E.	678-2590	10/13/85
Lynn C. Wooden	1805 16th Street SE	678-7810	10/13/85
Leslie R. Wooden	1805 16th St SE	678-7810	10/13/85
Orell Wooden Jr.	1805 16th Street SE	—	10/13/85
Emmanuel [illegible]	662 [illegible] Street		
Shelton M. [illegible]	1535 Good Hope Rd SE		10/13/85
[illegible]	1190 Minnesota Ave SE		10/13/85
[illegible] Freeman Jr			
[illegible]	1908 14th St. S.E.		
[illegible] Jackson	1902 14th St. S.E.	678-7615	10-13-85
Sybil H. Jackson	1902 14th St. S.E.	Same	
[illegible] Jackson	1902 14th ST. S.E.	Same as above	
Mr. & Mrs. Harold Young	1808-14th St S.E.		
Mr. Stanley L. Harris	1343 "S" Street S.E.		
Miss Mary E. Johnson	1333 S St SE.		
Ms. [illegible]	1324 S St. SE		10/13/85
[illegible]	" " "		"
William A. Edwards	" " "	"	"
Kevin T. Shaw	535 10th ST SE		10/13/85
Michelle Brown	1318 S St. S.E.	678-1639	10/13/85
Mary J. [illegible]	1315 S St SE	678-1639	
Howard Brown	"	"	10/13/85
V. E. Simmons	1309 S St S.E.		
Mark Webb	1751 S St SE.		
[illegible]	1328 "S" St S.E.		
[illegible]	" "		
[illegible]	1327 Ridge Pl S.E		
[illegible]	1337 Ridge Pl S.E.		
Dorothy M. Terry	1332 Ridge Place SE		
[illegible]			10-13-85
Sharon Cochran	1336 Ridge Pl. S.E.		10-13-85
[illegible]			10/13/85
William H. Edwards	1342 Ridge Place SE		10-13-85
Karen Fulwood	1414 Ridge Pl SE.		10/13/85
Mr + Mrs [illegible]	1414 Ridge Pl. SE		10-13-85
Mrs. Hattie Stafford	1416 Ridge Pl SE.		
[illegible]	1416 Ridge Place SE		
[illegible]	[illegible] S.E.		10/13/85

RETURN TO:

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Julia L. Collins	1612 "S" St. S.E.	678-4631	10-13-85
Benjamin O. Collins	" " "	"	"
Melissa Minor	1452 Minn. ave SE		10-13-85
Ronell McDaniel	1906 14th St S.E.		10-13-85
[illegible]	1328 [illegible] S.E		10-13-8
Clarence Dixon	1323 U ST SE	678-6044	10-13-85
Shirley Latt	1331-S ST, SE.		10-13-85
Odell Bowles			
Virginia Baker	1307 S. St. S.E		10-13-85
Johnny Floyd	1804-13th SE		10-13-85
[illegible]	[illegible]		10-13-
Delores Williamson	1347-Ridge Pl S.E.		
Marena E. Williamson	"	"	
Rhonda S. Jones	1401-Ridge Pl S.E.		10-13-85
Sarah Carter	1403 Ridge Pl. S.E.	678-2624	10-13-85
Henry Carter	1403 Ridge Pl S.E.	"	"
Deena Hardy	1405 Ridge Pl S.E.		
Stanley McConnell	1409 Ridge Pl. S E.		
Evangeline Adams	1409 Ridge Pl. SE.		
Tommy E Edwards	1429 Ridge Pl SE		
[illegible]	[illegible] Ridge Pl SE		
Blanche B Franklin	1445-Ridge Pl S.E. wash D.C. 20020.	678-[illegible]	
Margaret Fields	[illegible]		
Robert H Baxter	1518 Ridge Pl S.E. Wash. D.C. 20020		
[illegible]	1457 Ridge Pl. SE. Wash. DC 20020		
Melissa A. Waddy	1455 Ridge Pl. S.E Wash. D.C. 20020		
Willie M Carson	1459 Ridge place S.E. 20020		
John F. Griffin Jr	1469 Ridge Pl SE	889-1056	
Irene P. Moore	1211 S [illegible]		10-13-85
J. Bernard Early	1422 S St. S.E.	889-5919	10-13-85
R. VanBuskirk	-1410 S St SE		10/13/85 Outrageous
M. L. Evans	1409 S St. S.E.		10/13/85
Rowland A. Dent	1516 S St., SE	678-7377	10/15/85
Ellen Terry	1523-S St S.E.	678-4338	10/13/85
Gale Lester	1529 S St S.E	678-8696	10/13/85
Reginald Clark	1500 V St. SE #4	678-0824	10/13/85
Mary Worley	1524-S-ST-S-E		
Jack Gleason	1622 Minnesota Ave SE	889-3871	
[illegible] Austin	1419 S St. S.E. Wash DC		10-13-8

RETURN TO:

ADVISORY NEIGHBORHOOD COMMISSION 6C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

	SIGNATURE	ADDRESS	TELEPHONE	DATE
1	Cecile C. Wells	1822 18 ST SE	889-5011	10-13-85
2	Mary A. Whittington	1607-17th St S.E.	678 1770	10-14-85
3	James J. Alexander	1762 Minnesota Ave. SE #2	678-1381	
4	Gary R. Parker	1624 17th Pl. SE	889-3654	10/14/85
5	Gaby Z Hall	1619 17th st SE	678 2755	10/14/85
6	[illegible]	1622 Minn Ave SE	889-3971	10/14/85
7	Agnes R. Cliett	1617 T st. S.E. #2	[redacted]	10/14/85
8	Christopher H. Burgess	1816 Minn. Ave S.E.	6	10/14/85
9	Ella Nelson	2120 14 ST SE		10/14/85
10	~~[illegible]~~ Nelson Jewell	1628 22nd ST. S.E. WASH. D.C.	583-8533	10/14/85
11	HENRY WELLS	1822 18 St SE	8899288	10-12-85
12	Ellen J. Dosling	1824-18th St, SE	678-0008	

RETURN TO:
ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Clarence Scott	3320 DuBois Pl, S.E.	584-4994	10-
Anita L. McKoy	3353 DuBois Pl S.E.	581-7156	10-2
[illegible]	3351 DuBois Pl. S.E	584-1791	10-22-8
Barbara J. Fenner	2528 Naylor Rd. S.E.	575-2113	10-22-85
Gloria Wilson	315 Anacostia Rd SE	581-4522	10/22/85
[illegible]	330 Anacostia Rd. SE	575-8530	10/22/85
Valerie Murray	5524 C ST SE	584-0346	10/22/85
[illegible]	514 Oakwood St SE	574-0342	[illegible]
Elnora M. Bayford	3213 Dubois Pl SE	583-0462	10-22-85
Harvey Jones	3320 Dubois PL SE	584-4898	
Antoinette Scott	3330 Dubois Pl. SE	575-1166	
Paula Scott	3320 Dubois PL SE	584-4898	
[illegible]	3315 DuBois PL SE	581-6988	
Randolph Scott	5038 Drake Pl. SE	5750310	
Harold G. Hill	3316 DuBois Pl. SE.	584-3182	
[illegible]	3316 DuBois Pl. S.E.	575-3739	
Grace M. Hill	3316 Dubois Pl SE	575-3739	
Ulysses Barnes	3321-Dubois Pl SE.	581-8927	
Ann Barnes	3321-Dubois Pl SE.	581-8927	
Natalie Lore	3323 Dubois Pl SE	583-8556	
Albert Lore	3323 Dubois Pl SE	575-1641	
Jessica Lore	3323 Dubois Pl SE	575-1641	
[illegible] Lore	3323 Dubois Pl SE	583-8552	
Wilbert Williams	2705 [illegible] NE.	856-1735	
[illegible]	3329 Dubois Pl SE	584-1119	
Tyrone Gaskins	3206 Ely Pl SE	581-429	
Oscar Evans	3339 Dubois PL SE	5816158	
Bernice B. Evans	3339-Dubois Pl.	58 5815158	
Lonnie Chambers	3309 Dubois Pl. SE #2	583-5361	
[illegible] Younger	3309 DuBois Pl. S.E. #1		
Catherine Holbrook	3309 Dubois SE #1		
Carrie Bodenk	3300 Dubois Pl SE	575-1706	
M. Littlejohn	308 [illegible] St SE	582-6271	
J. B. Littlejohn	〃		
Frank Jackson	3325 Dubois Pl SE	582-3232	
Pauline Pitman	3312 Dubois Pl SE	5813289	
Willie L. Pitman	3312 Dubois Pl SE	5813289	

RETURN TO: ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE, S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive,. Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Natalie F. Jackson	3320 C-St S.E	575-0280	10/22/85
[illegible] M [illegible]	3320 C St S.E.	581-3009	10/22/85
Patricia M Pickett	3320 C St S.E.	582-6998	10/22/85
Eunice Foster	3320 C St SE.	5763546	10-23-85
Richard H. Jackson	3320-C-St, SE	575-0280	10-23-85
[illegible] H. Wallace	3320 C St. SE	582-4249	10/23
[illegible]	3320 C St SE	5843003	10/23/85
[illegible] Johnson	3320 C St. S.E.	583-3893	10/23/85
[illegible]	3320 C St. S.E. #101	584-4413	10-23-85
Mabel Smith	3335 C St #14		
Robert Smith	3335 C St #11		
[illegible] Richardson	3335 C st. S.E. #22		
[illegible]	3335 C St SE		10-23-85
Minnie M. [illegible]	3335 C St S.E. #3		
Barbara Babbitt	3332 C St S.E.		10/22/85
William Babbitt	3332 C. St S.E.		10/22/85
[illegible] Battle	3338 C. St. S.E		10/22/85
Helen Lomax	3340 C-St S.E.	575	10/23/85
Lisa & David Price	3344 C st		10/23/85
Sherry Whitsey	3352 C St. S.E.		10/23/85
C. Simmerton	3350 C St S.E		10/23/85
Milton Jones	3346 C. ST S.E		10/23/85
Eliza Martin	3348 C. St SE.		10/23/85
[illegible] M. Roberts	3343 C St. S.E. #2		10/23/85
Janice Garrett	3343 C St SE #4		10/23/85
[illegible]	3343-C-St, S.E.		10-23-85
Cynthia Harrison	3339 C St 3		10/23/85
[illegible]	3339 C St 4		10/23/85

RETURN TO:
ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER
FOR THE HOMELESS AS PROPOSED BY THE
D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
[illegible]	3506 Minn. Ave. S.E. #1		10-19-85
[illegible]	3508 Minn. Ave. S.E. #2		10-19-85
[illegible]	3508 Minn Ave. SE #1		10-19-85
[illegible]	3506 Minn Ave S.E. #6		10-19-85
Delores E. [illegible]	3506 Minn. Ave. SE #4		10-19-85
[illegible]	[illegible]		10-19-85
[illegible]	3504 Minn Ave S.E. #3		10-19-85
[illegible]	3502 Minn Ave #2		10-19-85
Nettie Holmes	3512 Minn. Ave. S.E.		10-19-85
Edward Shepton	3502 Minn ave S.E. #4		10 19 85
Adino Hart	3502 Minn Ave S.E.		10-19-8-
[illegible]	[illegible] 3500 Minn Ave S.E. #4		
Flaymae E. Morton	3500 Minn Ave S.E.		10-19-85
Walter M Morton	3500 Minnesota ave SE #3		
[illegible]	3510 MN. AV. SE #2		
[illegible] Stanley	3510 Min Av S.E. #6		[illegible]
Thelma Markey	3508 Minnesota Ave. S.E. #3		
Thelma J. Markey	3508 Minnesota Ave. S.E. #3		10/19/85
Mary Stovall	3415 Croffut Pl. SE #201 Wash. DC 20019		10/21/85
Beulah Brooks	3415 Croffut Pl.		10/21/85
[illegible] Cooper	3415 Croffut Pl. SE #300, Wash. DC 20019		10/21/85
Joyce Hall	3415 Croffut Pl. SE #301 DC		10/21/85
Joyce Bird	3415 Croffut Pl SE 202 DC		10/21/85
John M. Morgan	3415 Croffut SE		10/21/85
Antoinette [illegible]	3415 Croffut Pl SE #103		10/21/85
Nannie Clark	3415 Croffut Pl, SE - #101		10/21/85
[illegible] A. Edwards	3415 Croffut Pl SE #102		10/21/85
Hattie P Jones	3425 Croffut Pl SE 203		10/21/85
Peggy Wilkins	3425 Croffut Pl SE #301		10/21/85
Carolyn Chandler	3425 Croffut Pl. S.E. #300		10/21/85
[illegible]	3425 Croffut Pl. S.E. #201		10/21/85
Phyllis Redmon	3425 Croffut Pl. S.E. #102		10/21/85
Clara Farmer	3425 - Croffut pl. 100		10-21-85
Beryl A. Roberts	3325 Croffut Pl. S.E.		10/21/85

RETURN TO:
ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Hilda Cutter	324-34Th ST S.E #3	N-A	10-23-85
Jennifer B DesBordes	324 34th St S/E	N-A	10-23-85
Olivia Simpson	300 34th St. SE. #3		10/23/85
[illegible] B. Bryant	30[illegible] 34th St. S.E [illegible]		[illegible]
Richard Middleton	304 34th St. SE - Wash, D.C. 20019		
Lautenia Green	300 - 34 St SE " "	"	10/23/85
Johnnie B Henderson	300 - 34th St SE WASH. DC. 20019		
Sandra Campbell	301 34th St, SE Wash DC 20019		
Duane [illegible]	3331 B St. S.E. Wash, DC	575-8771	10-23-85
Mr & Mrs. Al Osborne	3329 B St. S.E. Wash. DC	581-8457	
[illegible]	3325 B St SE Washington DC	581-3119	
[illegible]	3301 B St [illegible] Washington DC	581-7132	
Mr & Mrs Walker	3305 B St SE Wash DC 20019		
Mr & Mrs [illegible]	3307 B St SE Wash DC 20019		
Mr & Mrs. [illegible] Davis	3309 B St., S.E. WASH., D.C. 20019		
[illegible]	3311 B St. S-E Wash D.C. 20019		
Mr & Mrs McElroy	3313 B St. SE Wash DC 20019		
[illegible] Richardson	3317 - B SE		10-23-85
Valerie J McKay	3301 C St SE #103 - Wash DC 20019		
Valerie E. McKay	3301 C St SE #103 Wash DC 20019		
Betty McKoy	3301 C St. SE. #103 Wash. DC 20019		
[illegible] J. York	3301 C St SE #102		10/23/85
[illegible] M. Ford	3301 C St. SE #301 Wash. D.C. 20019		
Mary Ewell	3301 C St. SE #300 Wash. DC 20019		
Robert D Williams	3330 Dubois Pl SE		
Maurice Sanders	3330 Dubois Pl SE DC 20019		
Garren Evans	3330 Dubois Pl SE DC 20[illegible]		

RETURN TO: [illegible] NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6C and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Mr & Mrs Harry [illegible]	1627 You St SE	889-1042	
Mr. [illegible]	1622 U St SE	899-3124	
Mrs Bertha J. Morgan	1611 You St S.E.	889-1064	
Mr. Leroy J. Morgan	1611 You St. SE	889-1064	

RETURN TO: ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Mr M. Dunn	3209 DuBois Pl SE #1	581-1550	
W. T. Bailey	3209 Dubois Pl. SE	5845265	
Ida Mae Bailey	3209 Dubois Pl SE	584-5265	
Mrs. O. Clark	3209 Dubois Pl. SE.	582 0205	
Mrs. Hattie Dorsett	3208 Dubois Pl SE apt 1A		
Mr. Jerry [illegible]	3208 Dubois Place apt 2		
Mr Dennis C. Hall	3209 DuBois Pl. SE #2		
R. D. Walden	3213 Dubois Pl. S.E.	583 [illegible]	
Mr/Mrs. William Lynch	218 35th St SE Wash. D.C.		
Carolyn M Jackson	222-35th St. SE. #303		23
Geraldine V. Bure	3429 Croffut Pl. S.E.	575-2420	
[illegible]	3429 Croffut Pl. SE		
Alexander Foster	3410- Croffut Pl SE		
[illegible] Pelzer	3404 C St S.E Wash D.C.		
Jacquelyn [illegible]	3501-B St S.E Wash. D.C		
[illegible]	3501 B St. SE " "		
Lidia [illegible]	3501 B St SE #1		Oct 22, 85
Rosemary O. [illegible]	3429-B. St. SE. #3		
Daniel Sejour	3429 B St. SE	583 [illegible] 46	
Josie Washington	3427 B. St SE	——	
[illegible]	3427 B St SE	——	
[illegible] Porter	3427 B St. SE #4	582-6353	10/23/85
[illegible] Harris	3427 B St SE #2	582-6485	
Estelle [illegible]	3325 B St SE DC		10/23
Wm. B. Campbell	5001 E. Cap. St SE D.C.		
[illegible] A. [illegible]	3415 B St. S.E. D.C.		10/23/85
James Young	3330 Dubois Pl. SE #32		
[illegible] G. Sewell	3330 Dubois Pl. SE #34		
Susie [illegible]	3330 Dubois Pl. S.E. apt. A-11, Wash. D.C. 20019	583-0239	10/23/85
Paul E. Murray	3330-Dubois Pl S.E. Washington D.C. 20019		

RETURN TO:
ADVISORY NEIGHBORHOOD COMMISSION 8C
2041 MARTIN LUTHER KING, JR. AVE., S.E., ROOM 300
WASHINGTON, D. C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Cheryl Council	3313 C ST. SE		10/18/85
Kirkland Cook	3313 "C" st SE		10/18/85
Lera Callah	3313 "C" ST SE		10-18-85
Brenda B. Williams	3313 C St. S.E.		10-23-85
Bessie E. Tabbs	3313 S. St, SE.		10.23.85
Allen E Simmons Jr	333 C ST SE		10-2385
Therese R. Whatley	2004 A St. NE.		10-23-85
Sheila Simmons.	3313-C St. SE		10-23-85
Mr. + Mrs E.M. Reed	3313 C St SE		10-23-85
Lisa V. Kelly	3313 C Street S.E.		10/23/85
[illegible]	3313 C St SE #B35		10/23/85
E.M. Boone			10/23/85
Wm. Henlaw	- 3301 Croffut PL SE F13		10/23/85
Wanda Pitard	3313 'C' ST. SE		10/23/85
Elizabeth H. Travers	3444 Croffut Pl. SE		10/24/85
Herbert L. Travers	3444 Croffut Pl. SE		10/24/85
Renee C. Robinson	3442 Croffut Pl SE		10-24-85

RETURN TO: ADVISORY NEIGHBORHOOD COMMISSION [illegible]
2041 MARTIN LUTHER KING, JR. AVE, S.E., ROOM 300
WASHINGTON, D.C. 20020

OPPOSITION TO THE ESTABLISHMENT OF A 600-BED SHELTER FOR THE HOMELESS AS PROPOSED BY THE D.C. COALITION FOR THE HOMELESS

PETITION

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Denise J Allen	3301 Croffut Pl. SE F12	584-1061	10-19
[illegible] B. [illegible]	3301 Croffut Pl, SE. #F-41		10/20/8
#Barbara Gayland	3301 " " " F21		
Marnette Hemby	3301 Croffut Pl. S.E. F42		
Charlotte [illegible]	3301 Croffut Pl. S.E. F-43		
Carolyn G. [illegible]	3301 Croffut Pl. SE F-32		
[illegible]	3301-Croffut Pl. Se F-34		
Kenneth Hampton	3301 Croffut Pl. S.E. F22		
Valaria Ellis	3361 Croffut Pl. S.E. F23		
[illegible] Gray	3301 Croffut Pl. S.E. F24		10-19-85

We the undersigned concerned citizens and residents of Greater Anacostia, Southeast, (East of the River, Wards 6 and 8) hereby affix our signatures to this petition to protest and to state our opposition to the establishement of a 600-bed shelter for the homeless as proposed by the D.C. Coalition of Homeless at the site of the Old Navy Inaugural Building located at 1900 Anacostia Drive, Southeast.

SIGNATURE	ADDRESS	TELEPHONE	DATE
Juanita [illegible]	3327 [illegible] St. SE	582-9142	10/[illegible]/85
[illegible] McCr[illegible]	3321 "B" St. SE	575-[illegible]	
Esther [illegible]	3323 B St. SE.	575-0499	
Wanda [illegible]	220 34th St. SE	582-2235	10/[illegible]
Juanita Short	216 34th St SE	584-1882	10/[illegible]
Benjamin [illegible]	212 34th St. SE	575-3669	
Stacey Williams	209 34th St. SE	[illegible]	[illegible]
[illegible]	200 34th St SE	582-0926	10/22/85
[illegible]	3309 22nd St SE.	(202) 423-3508	10/[illegible]
Diane E. Wilson	2501-25th St. SE. #411	(202) 678-[illegible]	10/13/85
Edward Howard	1801 Minnesota Ave. SE.	(202) 678-0140	
Delores Howard	1801 Minn. Ave, S.E.	(202) 678-0140	[illegible]
Allen Howard	1801 Minn. Ave., S.E.	(202) 678-0140	[illegible]
Jacqueline Wilson	2902 [illegible] St SE #2	(202) 582-4416	[illegible]
[illegible] Howard	1801 Minn Ave. SE.	(202) 678-0140	[illegible]
LaRue Mason	1400 Congress Pl. SE.		10/15/85

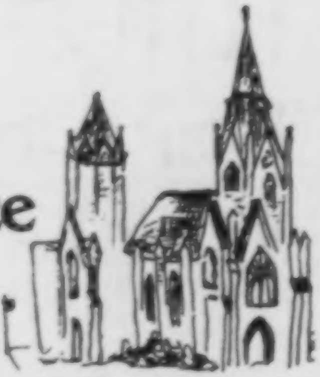
LUTHER PLACE MEMORIAL CHURCH

a church as re-fuge/sanctuary

LUTHER PLACE MEMORIAL CHURCH
1226 Vermont Avenue, N.W. (Thomas Circle)
Washington, D.C. 20005
(202) 667-1377

PEOPLE AND PLACES:

Luther Place— A Church as Hospice



By JOHN F. STEINBRUCK

The streets of a city are always an interesting study...and especially so when they converge at a major metropolitan intersection and enable an interflow of people from every sector, station, and place of origin. Such a configuration exists at Thomas Circle, Washington, D.C.

The area is a "Saragasso Sea" into which is poured the entire milieu of life, from predatory sharks to drifting algae, the whole spectrum of living organisms feeding and being fed upon in the unending struggle for survival.

Luther Place Memorial Church lives in the midst of this swirl. For more than a century this memorial, dedicated to peace and freedom shortly after the close of the War between the States, has stood as a convenient symbol of Lutheranism's presence in the nation's capital city. Its red-sandstone structure of European-style architecture forms a backdrop for the statue of Martin Luther, which faces south on Vermont Avenue toward the White House only a few blocks away.

Luther Place has provided a forum for prominent pastors—some serving as chaplains to the House and Senate of the U.S. Congress, some teaching in colleges and seminaries, and some giving administrative leadership to their parent Lutheran Church in America. These include former Pastor Lloyd C. Douglas, author of religious novels such as *The Robe* and *The Magnificent Obsession*.

A Changed Urban Capital

Beginning in the 1950s the restful history of this church was coming to a close. Suburbs were developing rapidly, enticing residents from a crowded and turbulent city. The black liberation movement was beginning, often turning Washington into a focal point where the struggle was dramatized for all the nation and the world to see.

In the 1960s this process merged its turbulence with the heightening resistance to the Vietnamese War, sparking a counter-culture revolution. Luther Place became enveloped with protest demonstrations bringing an atmosphere of fire and smoke, police and tear gas, National Guard and Marines, and armored cars—all ultimately leaving in their wake a void that was filled by urban migrants, street hustlers, drug pushers and addicts, prostitutes and pimps... mixing with tourists, commuters, churchgoers, and neighborhood residents, old and new.

Throughout this period and into the present, the neighborhood has been and is a collage of "the good, the bad, and the ugly." Along with the remains of charred and boarded-up buildings stand bland institutional monuments, such as the offices of the National Education Association, the National Geographic Society, the National Rifle Association, the Washington Post, embassies, restaurants, and posh hotels. Also, there is our fair share of parking lots, begging to be developed into more of the 12-story glass, steel, and precast concrete "ice-cube trays" that house the vested interests abounding in and around the capital city and threatening residential structures.

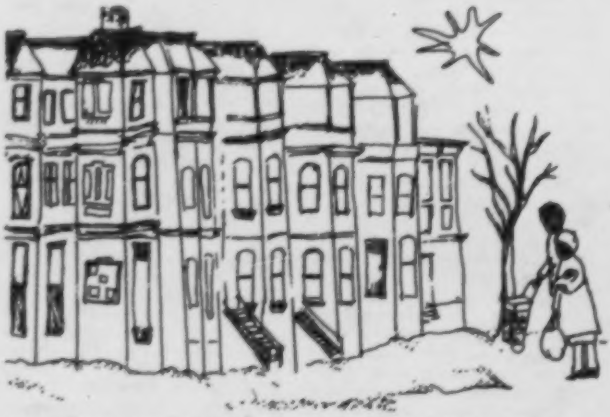
Slipping between the cracks of Washington's high-powered structures are the urban migrants of every sort. Sometimes known as "street people," they range from the homeless alcoholics to the youthful wanderers in hiking shoes and with back-packs. Included also are the "shopping-cart ladies" who live hand-to-mouth and sleep on park benches or on steam grates of office buildings that are situated around the White House, and the newly arrived husbands and fathers from West Virginia or South Carolina in search of work to support a distant family.

Mixed in with these groups are an assortment of visitors ranging from tourists who come from everywhere on earth to demonstrators advocating every conceivable cause. At all hours, including eleven o'clock Sunday morning, dozens, in fact hundreds, of prostitutes encircle Luther Place, hustling from the church sidewalks the "Johns" cruising by morning, noon and night.

In a word, the Thomas Circle intersection at the center of our great metropolitan capital city is not unlike that other capital city of central biblical focus—the Jerusalem of the prophets and of Jesus of Nazareth. Here today is to be found the entire cast of biblical characters—Herod, Mary Magdalene, Pharisees and Saducees, Amos and Isaiah, Zacchaeus and the Centurion, visitors in great numbers, the lepers, the hungry, Essenes and John the Baptist, Barabbas and Judas, merchants and innkeepers, and last, but not least, the Holy Family of homeless.

Luther Place's reaction and response to such a diversified situation came more by evolution than by revolution. Certainly such crises as the uprising following the assassination of Dr. Martin Luther King and the massive anti-war demonstrations during the Vietnam years expedited the process. In April 1968 the congregation moved spontaneously to meet human needs by organizing to provide shelter, food and clothing to victims of the burnings of 14th, 7th and H streets. Luther Place also recognized early on the opportunity to relate to the counter-culture movement. By the mid-1960s local talent such as Tony Taylor, Roberta Flack, and other now successful professional persons helped the church to establish the Iguana Coffee House and a regular early Sunday afternoon worship service with jazz and other art forms in support. These efforts were widely publicized and enjoyed initial enthusiasm which waned as the 14th Street corridor became a conduit for drug traffic and was infested with prostitutes and predatory criminals.

The late 1960s and early 1970s were periods of testing of the congregation, testing from without and within. With decentralization of government and the development of suburbs, membership had declined significantly, beginning in the mid-1950s. Over a period of many months in 1970-72, the congregation agonized over its reason for being. The remaining community of worshippers were at least open and tolerant and, at best, willing to reach out and embrace the new age that had erupted with volcanic intensity all about its space.



While a significant number opted for "suburban security and stability," a strong and dedicated remnant stayed to provide a viable core anxious and willing to seize the time in God's name. Their attitude seemed to be one of confidence in God's future, even if that future should mean the death of the traditionally conceived congregation.

In the struggle the congregation took advantage of the expertise of the larger Church; but beyond the common sense and conventional wisdom that gives general direction and cites examples, it found that only the congregation can come to grips with specifics of short- and long-term issues and make plans to be at home in and with a community by sharing hospitality.

In the end, the key to our situation appeared to be our space and its usage—one-and-a-half pie-shaped blocks (37,000 sq. ft. of space) dedicated to worship, education, service and fellowship. This space was opened as hospice to the milieu of humanity moving and mixing in a continuing cycle, day in and night out. It is in this setting that Luther Place strives to be an urban hospice/refuge.

Hospitality Defined

The ministry of hospitality deserves some biblical exposition, however scanty, because it is the key to Luther Place's identity as a theological expression at the hub of Washington, D.C.

Hospitality is a word in the English language that too frequently is defined to mean only social entertaining. When viewed in the context of history, however, the word gives much insight into our relationships with our fellow human beings. As a concept, hospitality is acceptable and palatable to Luther Place. It is as American as apple pie. Yet it has radical implications that are inexhaustible and ultimate.

To be hospitable is to convert the *hostis* into a *hospes* and the enemy into a guest. It is to create free and fearless space where brotherhood and sisterhood can be formed and fully experienced.

Hospitality is a relationship between host and guest that provides enough freedom for both to reveal their most precious gifts and to bring new life to each other.

To accept hospitality is to open oneself to healing and shelter. Luther Place strives to be a hospice, a non-threatening, non-hostile environment where people are called to change, but at the same time are accepted as they are. This need will always be with us, for hospitality stems from the basic need of all people to be and to feel at home.

The idea of giving as a host and yet receiving more in return is a repeated theme of hospitality appearing throughout history. Always it is a dynamic process involving such a dynamic shifting of roles that it is difficult to discern who is hosting whom.

Luther Place, beginning with an examination of the concept of hospitality in connection with the creation of the world and early Jewish and Greek history, moved on to look at how hospitality was a concept demonstrated in the life-style of Jesus and the early church. After examining hospitality as a celebrated theme throughout history, Luther Place Memorial Church then responded to the need for hospitality within the hostile environment of a major central intersection at the capital's crossroads.

Planet Earth— Our First Hospice

The concept of hospitality first emerged along with the creation story written down by the Jewish people. It, of course, must be remembered that this was written in retrospect by the Jewish people in an effort to explain their own beginnings.

The creation story presents the idea that the earth and all the living creatures within it were viewed as a gift given by Yahweh to man and woman. Jewish history declares not only that environment is a gift, but also that human existence is a gift.

According to this perspective, the world was created by God as a hospice for man and woman. God was the host, and they were the guests. Their position as guests was not only one of being blessed by the gifts of the Creator; but along with the blessing, they were given responsibility.

This responsibility came from the Jewish concept that they were created in God's image. They were put here to represent God's own sovereign authority on earth. They were to maintain creation as a faithful steward would. They were to represent God's sovereign power, but always under God's sovereignty. They were not to "own" as much as they were to be stewards, trustees, of those creations given to them by the supreme Host, Yahweh, who was the giver of all life.

The mandate given to man and woman to "have dominion over the fish of the sea, and over the fowl of the air, and over every living thing that moveth upon the earth" *(Gen. 1:28)*, if properly understood, probably means that they were to care for all living creation with responsible, hospitable and preservative attitudes. They were to act as trustees of the creation around them just as the creation was to be a hospice for them—a hospice given by the all-providing host.

The theme of the Earth as Hospice and we, its creatures, as guests of God and hosts to one another is reiterated in the "Jubilee" law of the Hebrews. This law proclaimed that every 49 years people were to return to their original family property, debts were to be remitted, slaves were to be set free, and the soil was to be left fallow *(Lev. 25:8-17, 20-21, 29-31)*. This law shows that the idea of land being something that is "on lease" rather than something owned was not a new one. Land and the resources that come from it were not to be monopolized by a few but were to be shared by many.

Today this concept of land is foreign to that projected by most modern technology, which tends to look at land use (agriculture) as another industry rather than as something essentially quite different. The difference is that agriculture deals with life or living substances. The ideal of today's industry is to eliminate the living factor, even the human factor, and to turn the productive process over to machines that can carry out production much more quickly and on a larger scale than can humans doing the same job.

A place of worship can also become

We may take great pride in our country's shift from an agricultural to an industrial society; however, metropolitan life has broken down, and millions of people have migrated from our cities.

It would seem that there are more than just sociological facts involved here. People are attempting to reconcile themselves with the natural world—a world originally given to them for their comfort, harmony, and care. This reconciliation can only come about as they realize that "the earth and fullness thereof" is not to be just another capital factor in production but a resource to be used wisely and with care.

The mechanization of agriculture on macro-levels often leaves in its wake the unemployed and deployed poor who move in mass to the city, where too frequently nothing better is offered them. Too often there is no or poor-quality housing and little or no job opportunities for unskilled persons. Consequently, people find themselves swallowed by the welfare system because they have no choice: that is, if they're lucky.

Even knowing this, we continue to laud each new technology that is to

a place of rest for a city's homeless.

produce the fiber of life bigger and better. Sadly enough, that bigness and betterness is only too frequently for the few; and then too, it is often a false sense of what "wholeness" of life is.

"Wholeness" brought about by the raping of the earth and its resources, including its inhabitants, seems to contradict God's invitation to be guests in the hospice of the world.

Hospitality in Ancient Civilizations

Hospitality as shown through the Jewish creation story is reiterated if one looks at the history of the ancient world. (The ancient world here considered is made up of the Greeks, five centuries before Christ, and of the Bedouins out of which Abraham came.)

Hospitality to the Greeks always held an aura of mystery. The aura surrounding hospitality came from the suspicion that one of the strangers or guests visiting may be a god and that the host would be rewarded or punished according to his or her treatment of the visitor.

Traveling was rarely done in those days; and when it was, people were often on a religious pilgrimages or were criminals escaping the law. Temples offered criminals security and pilgrims freedom to come and go as they wished.

Some archeologists and historians think that temples were the first inns to be developed. If this was the case, then very early in history the religious and hospice ideas became interconnected.

The Greek language itself brings to the surface an interesting aspect of hospitality and shows the depth of knowledge that Greeks had concerning human dynamics. The Greek word for host and guest is the same word, *zenos*, showing that oftentimes a role reversal took place between host and guest. It was difficult to discern which was which.

Another Greek word, the one for hospitality (*philozenia*—love of strangers) implies that one is always ready to serve and care for those who are strangers and pass his or her way.

The Latin word for hospitality also holds an interesting implication. The word *hustus*, which means both stranger and enemy, brings in the aspect of risk involved in being hospitable. When people are truly hospitable, they are willing to accept hosting a total stranger, not knowing whether that person is friend or enemy.

The showing of hospitality was also highly valued in the Bedouin culture, espcially since their home was in the desert. An oasis, or stopping place, was a mutual gift all desert people could offer each other. Among the Bedouins even one's enemy was to be protected and treated hospitably while he was within a host's tent.

There were many rules that grew up around hospitality, and one of these was that the host was to identify himself and keep the conversation running smoothly without asking that the guest to identify himself or speak. Only after the guest's needs, such as food and rest, were filled was he expected to respond with a story; but even then he did not have to say if he was friend or foe.

Abraham, in *Genesis 18*, is a prime example of such a host. He is visited by two mysterious strangers; and without knowing who they are, he extends a warm welcome, offering himself as their servant and preparing for them a magnificent feast. They then tell him who they are and proceed to confirm God's promise that he is to be the father of a great nation and that his wife, Sarah, is to be with child.

Here, as so frequently in the host-guest relationship, the roles are reversed: Abraham becomes the guest, and his guests become the hosts.

The Jewish tradition is full of such stories. Elisha was shown hospitality by the Shumenite woman who had a small room built for his use whenever he was passing through that area of the country. She, his hostess, was blessed with a son through the prayers of Elisha. He, her guest, became her host through his act of concern. Each was guest of the other. *(2 Kings 4:8-37)*

Job serves as another example of an Old Testament host. In defending himself before God, Job uses the fact that he has never turned away a stranger. He has always held an open house to the traveler *(Job 31:32)*. This action again points to the high value the Jews placed on hospitality.

Along with the theme of hospitality in Jewish history, there is also the related idea that the powerless are to be given justice. The powerless, in fact, are all those oppressed by society—they are the poor and all those unable to provide for themselves through normal means. They are those who have temporarily had their rightful place taken from them in the hospice made for them by God.

Isaiah says: "Cease to do evil and learn to do right, pursue justice and champion the oppressed; give the orphan his rights, plead the widow's cause" *(Isaiah 1:15-17)*. Pursuing justice can mean to identify so deeply with the oppressed and powerless of society that it is difficult to discern who is doing the hosting and who is being a guest. Host and guest are one because of the gifts they offer each other. Scripture says nothing of what sociologists today call upward mobility. Instead, it calls for the reverse—a downward pilgrimage.

Hospitality, too, was implicitly commanded by the Lord when he gave the law that the harvesters were not to be too efficient in their job so as to leave some of the crop for the poor, the earth-guests in need *(Deut. 24:19; Lev. 19:9-10, 23:22; Ruth 2:1-3)*.

Hospitality is best exemplified in the life and witness of Jesus Christ, who being God's incarnated flesh was both the supreme host *and* guest of all who came in contact with him.

Jesus' View of Hospice

Jesus from his very beginnings found "no room in the inn." This was simply a foreshadowing of the pattern of his life to come. He was a propertyless prophet with no place to lay his head, a wanderer who in his homelessness identified himself with the poor, the oppressed, the downcast, the sick, the exiled, and the poorly received of society.

Jesus, host and guest to people from all social classes, had a clear perception of what his hosts or guests needed and gave according to their needs. This perception was part of Jesus because he had a clear picture of who he was and felt at home with himself. He had no inner agendas of his own that he was hiding; instead, he was free to both receive and confront those around him. He received others and allowed them the space to be who they were; but he also confronted them with his unambiguous presence, not hiding himself behind neutrality, but clearly and distinctly showing his ideas, his truth, and his lifestyle.

Jesus had true poverty of spirit, which made him an especially good host. He had no defenses and, therefore, could perceive no one as an enemy. He had nothing to defend. Jesus was not clinging anxiously to private property, knowledge, good name, or money. He was a man-god emptied of himself.

Much of Jesus' ministry took place through table fellowship. In fact, Jesus' first recorded miracle took place amidst feasting and fellowshipping. Table fellowship and hospitality shown to guests was of great importance among the Jewish people during the time of Christ.

The rules around table fellowship almost became a religious matter among the Pharisees who had clearly defined ritualistic purifying acts. These included purifying one's self before eating, eating of pure food, and offering the proper tithes and blessings before partaking of food.

Jesus, however, did not always conform to these rules. He was more interested in pushing past social, political, and religious boundaries and identifying with those people who recognized their needs and were willing not only to be hosts but also guests, though at the same time he did not ignore those who valued the table rules. In fact, as Norman Perrin points out in his text, ***Rediscovering the Teachings of Jesus***, it was Jesus' iconoclastic eating habits and comparisons that led to the crucifixion. An example of this is found in *Luke 7:36-50*, where Jesus confronts Simon for being more concerned with ritual than with expressing true hospitality as the "immoral" woman had done.

Jesus also sought fellowship with the outcasts of society, such as Zacchaeus the tax collector. Unobtrusively seeking out Jesus as host, Zacchaeus had the tables switched on him; and Jesus sought fellowship at his table. Zacchaeus became a host, but, in so doing, found himself a guest of Jesus, whose fellowshipping called Zacchaeus to be more than Zacchaeus had ever thought he could be. Zacchaeus responded to Jesus' hosting by returning stolen money fourfold to those from whom he had taken unfairly.

Jesus' parables, stories, and teachings repeatedly emphasized the hospitality theme. Along with this theme, however, is the emphasis on demonsrating justice to the poor.

Jesus not only spoke out for justice but called the wealthy to repentance, denouncing wealth as an obstacle to one's being a sensitive host or a receptive guest.

The Meal as Hospice

In his instructions as to who is to be hosted, Jesus said, "When you are having a party for lunch or supper, do not invite your friends, your brothers, or other relations, or your rich neighbours; they will only ask you back again and so you will be repaid. But when you give a party, ask the poor, the crippled, the lame, and the blind; and so find happiness. For they have no means of repaying you; but you will be repaid on the day when good men rise from the dead."

Hosting is a selfless act done out of poverty of spirit without thought of reward. Hospitality is not entertaining. It is not a performance where one looks carefully to see how acts are applauded and received by guests.

In the Gospel of Matthew, Jesus insists that to host the hungry, the thirsty, the stranger, the prisoner, the sick and the naked is to host Christ himself *(Matt. 25:31-46)*. To respond as a host in this way will bring salvation to the giver.

Louise, a daughter of Abraham and Sarah, found shelter within the asphalt desert of D.C. and assistance in returning to her family and home in Florida.

Though Jesus was guest many times throughout his lifetime, his supremacy as host is brought out in his invitation: "Come unto me all ye that are heavy laden and I will give you rest. Take my yoke *(a yoke of forsaking all)* upon you and you will find rest in your soul" *(Matt. 11:28-30)*.

You will find rest and refreshment for your psyche, body, and spirit. It is through being a guest of Christ that one receives the wholeness that enables on to give wholeness to other guests within this hospice world. Christ, in offering the gifts of the perfect host, does not push himself upon others. It is only when we invite him as a guest that he can and will give the perfect gift of the host that he is.

Jesus left with his followers many living examples of what hospitality can and should be. It is significant that at the close of his physical life he chose the fellowship table as the form of communion spent with his disciples. It was a way of telling his disciples again that being guests and hosts to one another is what his ministry was and is all about.

Along with the symbols of bread and wine as the brokenness of his

Helen and Maude find food and shelter at D.C.'s Luther Place.

body, there is also a call to the celebration of life. It is a celebration that can only grow out of the realization that one must accept the death and responsibility of being a guest of God—dying to the smallness of ourselves and living for responsibility by acting as hosts to those around us, stranger or foe.

Celebration also comes in the receiving of the gift of the host of Jesus at the Eucharist. As we give ourselves in death, he gives us the gift of life—a gift given in abundance so that we too may give to others. The Lord's Supper is so much an experience of receiving and giving that the mutuality of giver and receiver, host and guest, realizes itself in oneness. Table fellowship is not just a personal act between God and the individual person; instead, it is a corporate act of fellowship where hospitality is complete.

Hence, in worship at Luther Place, the centrality of the Meal, the Eucharist, is Thanksgiving. It is *the Source* from which all our hospitality flows. It is where Christ, the host of hosts, meets his people.

Jesus' imaginative use of the meal foreshadowed an event all Judaism looked forward to; namely, the marriage feast of the Lamb—the initiation of the final kingdom—the eternal messianic banquet. Here again the concept of host-guest relationships was part of scripture imagery.

The early church and the teaching of the epistles emphatically emphasizes hospitality as a major theme. The early church, according to *Acts*, "met constantly to hear the apostles teach, and to share the common life, to break bread, and to pray. A sense of awe was everywhere, and many marvels and signs were brought about through the apostles. All whose faith had drawn them together held everything in common; they would sell their property and possessions and make a general distribution as need of each required. With one mind they kept up their daily attendance at the temple, and breaking bread in private houses, shared their meals with unaffected joy, as they praised God and enjoyed the favor of the whole people *(Acts 2:42-47a).*"

The sharing of God's gifts with those in need to the point of selling all one's possessions was not an unusual response to the call of Christ. Again, identification with the poor of the earth was part of the hospitality conceptualized by early Christians, and it remains a challenge for today's churches. *(2 Cor. 8:13-14; James 2:14-17; 1 John 3:16-17).*

Hospice through an Interreligous Base

Most of Luther Place and its N Street Village ministries operate from an *interreligious* base that produces *synergistic* results, that would not be possible if these ministries were attempted unilaterally as the acts of a single Lutheran congregation.

Our church building and its contiguous block of townhouses shelter the full spread of human beings described in *Matthew 25*: *"I was hungry and you fed me, thirsty and you gave me drink; I was a stranger and you received me in your homes, naked and you clothed me; I was sick and you took care of me, in prison and you visited me."* In this "urban kibbutz," *"even as we do unto the least of these, we do unto him."* Such actions ironically result in our own enrichment, our salvation! Always, as we host, the tables are turned and we are blessed.

Again, whether it be through sponsoring Bread for the City, Emergency Food, or Clothing and Counseling Center or whether it be through directly opening our doors to the hundreds of homeless exiles seeking a haven with offering shelter, food and warmth each night, it is only through a collage of diversified volunteers that care can be offered, that needs can be met and that life can be affirmed on such low budgets. Each action becomes living reenactments of the miracles of multiplying the loaves and fishes, of changing water into wine, and of giving life to the "dead."

Each of the following ministries has one or more full-time coordinators, "adequate" facilities, and hosts of volunteers to provide food, clothing, medical supplies and prescriptions: Bread for the City and Zacchaeus Medical Clinic, reinforced by resident hospices such as Sarah House, Bethany House, Dietrich Bonhoeffer House, Deborah's Place, Raoul Wallenberg House, and others in the making.

The doors of Luther Place Emergency Night Shelter are open to all who knock, and no plea for refuge is refused.

Hospice as Evangelism

Each of these previously mentioned acts of hospice is our *evangelism*. That is, each act is a "sanctification of God's name" by aiding us to become more and more one with the "least of these" and by providing us the way for doing the work of justice in coalition with any and all others of like mind or motivation.

The Hebrew concept for such actions is *Kiddush Hashem—"To sanctify God's name by bearing witness in body, mind, soul and spirit to the difference that faith makes. These actions are done amidst the idolatries of the world even unto martyrdom."*

By evangelism we mean to exemplify (not impose) the presence of God; and as such, it is our intention to be a light amidst the darkness of our nation's capital, a light such as Isaiah metaphorically envisioned and one such as Jesus incarnationally lived out.

Thomas Circle, Washington, D.C., and the world desperately need such evangelistic illumination to give Light in the midst of darkness.

Are we not called and baptized into a covenantal-communion in Christ—receiving the Bread of Life around our altar-tables, to be broken and shared with the people of God in the communion circle encompassing our city and the world in which we live? The ongoing reenactment and living out of Thanksgiving, being hosted and serving as surrogate hosts of the Host of hosts—that is the Christ-Life. That is our strategy at Thomas Circle amidst incest, violence, and prostitution of every sort; amidst hunger and homelessness, wretchedness and decay.

In this context Luther Place has turned the corner and is experiencing congregational growth; however, that is not our goal. We are to be faithful, not numerous! And it is by "our fruits" that we must be known—not by the statistical criteria so important to denominational corporations and to the evangelistic hustlers of electric media.

If the Jesus example means anything to us Christians, then our instincts must be pastoral, not predatory! Therefore, within this open space that is freed by a congregation's hospitable lifestyle, movement can take place...a flow that ultimately results in the embrace of the Shepherd and his homeless sheep, of the lost and the found. In reality, that includes us all, through salvation (in shalom), in new lives that are healed and restored to harmony and wholeness with their Creative Source, Yahweh, in whose creation we are all guests, pilgrims, and sojourners.

Hospice as Willingness To Face Death

Again, this experience in a center-city metropolitan ministry is not complete, nor is our future assured. We are in God's providence and living in the afterglow of Easter. It is *that truth that enables us to face our own death as a congregation, should faithfulness require that, even as we live in the midst of Washington's dead and dying everyday. Yet it is the victory over death that is celebrated around the altar-table in the presence of Christ, and it is that triumphant event that enables, lifts and inspires a congregation that by every criteria should have expired long ago. The Eucharist is central: it is the Source.*

Consequently, Luther Place cannot, dare not, and will not die when it is so critically needed by the homeless of Washington, D.C., at Thomas Circle. Where would God's people go? What would they call "home" in this neighborhood? The White House with its ultra-security insulation? The elitist AMA or the NRA? The Soviet Embassy with its shuttered windows and tomb-like atmosphere? The Washington Post? The Justice Department? HEW? FBI? Holiday Inns? Garfinckel's Department Store?... Where?

The truth is that there is no place to call "home" except in that place where the Host offers eternal hospitality to the homeless flock. Luther Place must be "that place." Simply a hospice. It is to be a shelter, an oasis, a refuge from the harsh environment of our Capital's asphalt desert...a place where our own itinerant Saviour can be at home and welcome outcasts, embracing exiles, those urban nomads who wander through life "restless until they find their rest in Him," at his banquet with their ever present Host. ☐

***John F. Steinbruck** is pastor of Luther Place Memorial Church, Thomas Circle, Washington, D.C.*

Coalition
for the
HOMELESS

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

July 3, 1985

Honorable Charles E. Richey
U. S. District Judge
U. S. Court House, Room 4317
3rd and Constitution Avenue NW
Washington, DC 20001

Dear Judge Richey:

I have been asked by the Board of Directors of the DC Coalition for the Homeless and shelter and service providers to the homeless to inform you that within the week, we shall present you with a plan that deals with the 800 homeless individuals at the 2nd and D Streets shelter.

Further, we are very concerned that the Federal Government is proposing to provide $2.7 million for renovation or rehabilitation funds, with no indication whatsoever for the provision of program funds while the DC Government has seen the need to appropriate $8.2 million for facilities and programs which serve the homeless.

It has been, and continues to be, the position of the Coalition to oppose the warehousing of homeless individuals. The present situation at the 2nd & D Streets shelter, although meeting the bare minimum of emergency needs of the residents, reflects the warehousing concept at its worst.

In light of the issues raised, we are committed to the establishment of a coalition representing the Federal Government, the District of Columbia Government and the public and private sectors to support the delivery of comprehensive services to these 800 homeless individuals.

Our sole concern is for those individuals presently residing at the 2nd and D Streets shelter. I wish to stress again, that we do not support warehousing homeless people at 2nd and D Streets, or at any other location.

Therefore, we wish to be informed of all meetings and/or conferences regarding the resolution of the 2nd and D Streets shelter controversy.

We anxiously await your reply. Our representatives are available at any time to meet with you regarding this plan.

Sincerely yours,

Elisabeth Huguenin
President

Coalition for the HOMELESS

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

July 3, 1985

Honorable Marion S. Barry, Jr.
Mayor, District of Columbia
The District Building
1350 E Streets NW
Washington, DC 20004

Dear Mayor Barry:

I have been asked by the Board of Directors of the DC Coalition for the Homeless and shelter and service providers to the homeless to inform you that within the week, we shall present you with a plan that deals with the 800 homeless individuals at the 2nd and D Streets shelter.

Further, we are very concerned that the Federal Government is proposing to provide $2.7 million for renovation or rehabilitation funds, with no indication whatsoever for the provision of program funds while the DC Government has seen the need to appropriate $8.2 million for facilities and programs which serve the homeless.

It has been, and continues to be, the position of the Coalition to oppose the warehousing of homeless individuals. The present situation at the 2nd & D Streets shelter, although meeting the bare minimum of emergency needs of the residents, reflects the warehousing concept at its worst.

In light of the issues raised, we are committed to the establishment of a coalition representing the Federal Government, the District of Columbia Government and the public and private sectors to support the delivery of comprehensive services to these 800 homeless individuals.

Our sole concern is for those individuals presently residing at the 2nd and D Streets shelter. I wish to stress again, that we do not support warehousing homeless people at 2nd and D Streets, or at any other location.

Therefore, we wish to be informed of all meetings and/or conferences regarding the resolution of the 2nd and D Streets shelter controversy.

We anxiously await your reply. Our representatives are available at any time to meet with you regarding this plan.

Sincerely yours,

Elisabeth Huguenin
President

Coalition for the HOMELESS

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

July 3, 1985

Mr. David Rivers
Director, DC Department of Human Services
801 North Capitol Street
Washington, DC 20001

Dear Mr. Rivers:

I have been asked by the Board of Directors of the DC Coalition for the Homeless and shelter and service providers to the homeless to inform you that within the week, we shall present you with a plan that deals with the 800 homeless individuals at the 2nd and D Streets shelter.

Further, we are very concerned that the Federal Government is proposing to provide $2.7 million for renovation or rehabilitation funds, with no indication whatsoever for the provision of program funds while the DC Government has seen the need to appropriate $8.2 million for facilities and programs which serve the homeless.

It has been, and continues to be, the position of the Coalition to oppose the warehousing of homeless individuals. The present situation at the 2nd & D Streets shelter, although meeting the bare minimum of emergency needs of the residents, reflects the warehousing concept at its worst.

In light of the issues raised, we are committed to the establishment of a coalition representing the Federal Government, the District of Columbia Government and the public and private sectors to support the delivery of comprehensive services to these 800 homeless individuals.

Our sole concern is for those individuals presently residing at the 2nd and D Streets shelter. I wish to stress again, that we do not support warehousing homeless people at 2nd and D Streets, or at any other location.

Therefore, we wish to be informed of all meetings and/or conferences regarding the resolution of the 2nd and D Streets shelter controversy.

We anxiously await your reply. Our representatives are available at any time to meet with you regarding this plan.

Sincerely yours,

Elisabeth Huguenin
President

**Coalition
for the
HOMELESS**

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

July 3, 1985

Dr. Harvey R. Vieth
Director, Office of Community Services
1200 19th Street NW, Room 556
Washington, DC 20506

Dear Dr. Vieth:

I have been asked by the Board of Directors of the DC Coalition for the Homeless and shelter and service providers to the homeless to inform you that within the week, we shall present you with a plan that deals with the 800 homeless individuals at the 2nd and D Streets shelter.

Further, we are very concerned that the Federal Government is proposing to provide $2.7 million for renovation or rehabilitation funds, with no indication whatsoever for the provision of program funds while the DC Government has seen the need to appropriate $8.2 million for facilities and programs which serve the homeless.

It has been, and continues to be, the position of the Coalition to oppose the warehousing of homeless individuals. The present situation at the 2nd & D Streets shelter, although meeting the bare minimum of emergency needs of the residents, reflects the warehousing concept at its worst.

In light of the issues raised, we are committed to the establishment of a coalition representing the Federal Government, the District of Columbia Government and the public and private sectors to support the delivery of comprehensive services to these 800 homeless individuals.

Our sole concern is for those individuals presently residing at the 2nd and D Streets shelter. I wish to stress again, that we do not support warehousing homeless people at 2nd and D Streets, or at any other location.

Therefore, we wish to be informed of all meetings and/or conferences regarding the resolution of the 2nd and D Streets shelter controversy.

We anxiously await your reply. Our representatives are available at any time to meet with you regarding this plan.

Sincerely yours,

Elisabeth Huguenin
President

**Coalition
for the
HOMELESS**

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

July 3, 1985

Mr. Dennis D. Bethea
Chief, Office of Emergency Shelter
and Support Services
The Randall School
First & Eye Streets SW
Washington, DC 20024

Dear Mr. Bethea:
I have been asked by the Board of Directors of the DC Coalition for the Homeless and shelter and service providers to the homeless to inform you that within the week, we shall present you with a plan that deals with the 800 homeless individuals at the 2nd and D Streets shelter.

Further, we are very concerned that the Federal Government is proposing to provide $2.7 million for renovation or rehabilitation funds, with no indication whatsoever for the provision of program funds while the DC Government has seen the need to appropriate $8.2 million for facilities and programs which serve the homeless.

It has been, and continues to be, the position of the Coalition to oppose the warehousing of homeless individuals. The present situation at the 2nd & D Streets shelter, although meeting the bare minimum of emergency needs of the residents, reflects the warehousing concept at its worst.

In light of the issues raised, we are committed to the establishment of a coalition representing the Federal Government, the District of Columbia Government and the public and private sectors to support the delivery of comprehensive services to these 800 homeless individuals.

Our sole concern is for those individuals presently residing at the 2nd and D Streets shelter. I wish to stress again, that we do not support warehousing homeless people at 2nd and D Streets, or at any other location.

Therefore, we wish to be informed of all meetings and/or conferences regarding the resolution of the 2nd and D Streets shelter controversy.

We anxiously await your reply. Our representatives are available at any time to meet with you regarding this plan.

Sincerely yours,

Elisabeth Huguenin
President

**Coalition
for the
HOMELESS**

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1164

September 9, 1985

Find attached our plan to provide an alternative to the Shelter for the Homeless located at 425 2nd Street, N. W which will be closed soon.

We would appreciate your reading this plan and publicly expressing your support to your City Council Member and the Mayor. We are of course open to any discussion and/or possible revisions.

We are confident that you will lend your support, because there is no doubt, that the living arrangements described in this plan are far superior to the squalid conditions at 425 2nd Street.

We anxiously await your response.

Elisabeth Huguenin, President
Board of Directors

Attachment

Coalition
for the
HOMELESS

1419 V Street, NW
Room 303
Washington, DC 20009
(202) 328-1184

September 6, 1985

The Honorable Marion Barry, Jr.
Mayor of the District of Columbia
Washington, D.C.

Dear Mayor Barry:

We have been working very hard to provide reasonable and humane solutions for the continuing problem of our community's homeless population in the District of Columbia. We start from the premise (which we believe every responsible observer of the current shelter operation at 425 Second Street, N.W. shares) that the building at 425 Second Street is a menace to rather than a haven for the men and women who now occupy it.

In the interest of cooperation with your Administration we are asking for your assistance in implementing a more desirable alternative shelter operation to serve the homeless population currently using the 425 Second Street facility.

Our appeal does require your immediate personal attention.

We understand that one of the sites, the Gospel Mission, has received an offer to purchase part of their property and plans to consummate that transaction on Tuesday, September 10. We believe our plan offers a viable alternative for the continued use of that property as a provider of homeless services. With your commitment of cooperation, we believe the current owner will delay the present negotiations with a potential buyer to consider our ability to finance the purchase and rehabilitation of the site for use as a homeless shelter. Without such a commitment, a real opportunity for securing a priority location for a shelter will be lost from an already limited inventory in the city.

We have drawn our model for this effort from major cities across the nation where similar challenges have been successfully met in serving large homeless populations in urban settings. Groups like ours, the D.C. Coalition for the Homeless, have formed partnerships with city governments to provide shelter and food. The Federal Government has provided meaningful assistance, directly and indirectly, whenever formally requested by mayors and local leaders.

Examples of such cooperation abound in cities across the country: Memphis, Tennessee; New York City; Lawrence, Massachusetts; Atlanta, Georgia; San Francisco Bay Area; Seattle, Washington; Philadelphia, Pennsylvania and others. Federal resources, through the Federal Emergency Management Agency, the Department of Defense, and the General Services Administration have been made available.

Surplus sites, equipment, food and transportation have been arranged. This kind of success can be duplicated here in the Nation's Capital -- and should be done now to avoid a real crisis that obviously develops with the onset of cold weather.

What we need specifically is:

- o Your consent, agreement and active participation to provide or lease for a nominal sum to the Coalition specific surplus facilities under the control of the District Government or the School Board to be refurbished as shelters where the homeless will find not only a roof over their heads and refuge from the cold, but also the services they need to assist them as much as possible to begin to live independently;
- o Your agreement to expedite the waivers necessary to permit the placement of temporary shelters (leased trailers) on specific sites controlled by the City or the School Board; and,
- o Your authorization to provide ordinary City social services such as counseling and job-referral services.

Enclosed with this letter is a list of such sites with pertinent information about each. We need your permission, and that of the appropriate city departments, for the utilization of surplus district properties and to locate, where possible, adequate temporary shelter facilities.

While this request does not address the issue many believe to be central to this problem -- that of our collective local responsibility for providing for these homeless citizens -- it provides the basis of a long term solution with a minimal drain on City Government resources. In fact, your personal interest in having appropriate City departments cooperating with us will facilitate a desperately needed speedy implementation of our proposal.

The U.S. Department of Health and Human Services (Office of Community Services) intends to provide to the D.C. Coalition for the Homeless a grant of $2.7 million, which the Coalition, a non-profit 501(c)3 organization composed of local leaders who are experienced in the establishment and operation of shelters and food banks, will sub-contract in sufficient amounts to:

- o Operate temporary (trailer) facilities on the sites specified in the attached list;
- o Refurbish sites (also listed) for longer-range use; and,

- Operate the refurbished sites to which those temporarily housed in trailer facilities will be moved as soon as possible.

It is important to note that HHS must obligate these funds before the close of the current Federal fiscal year on September 30, 1985.

In addition to the grant, Mrs. James A. (Susan) Baker has agreed to provide leadership in establishing a community fund-raising committee made up of prominent business and civic leaders to raise substantial additional funds to support the operation budget of the Coalition.

The Federal Government will provide a number of in-kind services:

- Medical personnel (doctors and psychiatrists) within 30 days will screen and refer clients to appropriate medical or social service providers (i.e. eligibility for disability programs, mental health services, alcohol and drug rehabilitation programs, Veterans Administration programs, and other related medical or social services which individual clients may be eligible for or in need of);
- Personnel to interview each homeless person to ensure that those who are entitled to Social Security benefits, veterans benefits or public assistance are aware of their entitlements and apply for, and receive them;
- Transportation equipment (sufficient surplus buses and vans) including equipment for the Coalition to provide outreach in the community to locate the homeless and offer them shelter; and buses and drivers during the transition period to transport the current residents of 425 Second Street from this site to the alternate facilities;
- Surplus food from military commissaries and other food stores; and
- Surplus equipment and furniture (specifically beds, blankets, pillows, mattresses, linens, lockers, and, if possible, kitchen equipment).

Please note that the plans presented by the Coalition provide for:

- Immediate separation of men and women (something recommended by virtually every shelter operator in the Nation);

- Location in scattered small sites is also compatible with our goal of blending shelter operations into neighborhoods to enhance neighborhood acceptance. The use of trailers is a temporary transition facility while rehabilitation of permanent structures is ongoing. These trailers will be placed to the extent possible in the least conspicuous configuration possible to be sensitive to community concerns.
- Capital costs for temporary facilities are kept at a minimum (no more than a total of $345,768 for one year, using maximum estimates, or $575 per person); and,
- Sites planned for longer-range use are associated as much as possible with current or recent shelter operations so that experience in the utilization of these sites is an advantage.

We believe this plan offered by the Coalition and supported by HHS officials, is sound and reasonable, and we believe that it warrants the support of the entire community. Your support will help make it work better. It is fundamentally true that plans to assist the homeless work far better when elected leaders join with private providers to serve the needs of those who cannot provide for themselves.

We respectfully ask your favorable consideration of our proposal to join us in facilitating this important effort to serve these homeless citizens in more humane environments than currently available at the 425 Second Street facility. Our ability to implement this plan relies, in large measure, on your willingness to assist us prior to the Tuesday deadline on the Gospel Mission property. More importantly, the squalid conditions currently existing demand our setting aside past differences and forming an effective community-wide partnership immediately to solve this problem.

It is our strong belief that while the events of the past few months have precluded the facility at 425 Second Street from being utilized as a short term solution for our current homeless population, the situation appears to offer the unique opportunity to accept the funds committed to a renovation of that facility for short term use to develop more permanent long term facilities in our community to house the homeless. We strongly urge you to allow this opportunity to be seized while it is available.

We stand committed to provide the energy, time and creative talents we possess to assure that this proposed solution is implemented effectively. Our goal is a partnership with you, the

City Government, community leaders and all the citizens of Washington to humanely meet the needs of our homeless citizens with long term solutions.

Sincerely,

Dixon Arnett Deputy Under Secretary for Intergovernmental Affairs U.S. Dept. of Health and Human Services	Elisabeth Huguenin President D.C. Coalition for the Homeless

Enclosures

cc: Secretary Margaret M. Heckler
Mrs. James A. Baker

SHORT-TERM SITES

LOCATION	TRAILERS	CAPACITY
Pierce School	6	90
Blair School	14	210
Nichols School	14	210
Luther Place	--	65 (women)
House of Ruth	--	20 (women)
Wax Museum Parking Lot, 5th and K, NW	6	90

NOTE: The above-listed sites are owned/controlled by the District Government or the District School Board with the exception of Luther Place. Other privately-owned sites with a capacity of 275 have been identified and are being negotiated.

LONGER-TERM SITES

LOCATION	ESTIMATED CAPACITY
Wax Museum, 5th and K, NW	300
Nichols School	250
Gospel Mission	200
2901 14th Street	100
Bundy School	200
Luther Place	65 (women)
House of Ruth	20 (women)

NOTE: The above-listed sites are owned/controlled by the District Government except the Gospel Mission and Luther Place. Other privately owned sites with a capacity of 482 have been identified and are being negotiated.

PROFILE OF THE D.C. COALITION FOR THE HOMELESS

The Coalition for the Homeless is composed of representatives of District of Columbia churches, businesses, government workers, local service providers, soup kitchens, community health clinics, homeless individuals, civic and social organizations. It is uniquely local.

The Coalition brings with it, a broad range of experience. It has provided education and advocacy on a host of issues relating to the homeless, and has operated emergency shelters. The members will continue to provide the most cost effective and compassionate services to the homeless in Washington.

For the purpose of analyzing our management capability, this is a profile of the Board of Directors:

Ms. Elisabeth Huguenin

Ms. Huguenin is a professional trained psychiatric social worker with several years experience in direct service to the homeless. Ms. Huguenin's experience and expert advice has been sought by local government and communities alike. Articles written by Ms. Huguenin have appeared in the Washington Post and in other forums. Furthermore, Ms. Huguenin participated in a documentary titled "Out of Sight, Out of Mind" based on the mental health program she established while at Sarah House, a shelter for homeless women. She is considered an expert in the treatment of the chronically mentally ill. Ms. Huguenin serves as Chairperson of the Coalition.

Dr. Ronald Ausbrooks, Phd.

Dr. Ausbrooks is an active member of the parish of St. Augustine's Church. Dr. Ausbrooks has been working at St. Elizabeth's Hospital for approximately six years and has knowledge in the treatment and management of the homeless mentally ill. Dr. Ausbrooks serves as the Vice-Chairperson of the Coalition for the Homeless.

Ms. Deborah Ellis

Ms. Ellis is the Administrative Liaison for Twice a Child, an advocacy agency for neglected and abused children. She brings to the Coalition the unique perspective of the problems of homeless and runaway youth. She is an active member of the D.C. Task Force on Homeless and Runaway Youth. Professionally, Ms. Ellis is also a Marketing Consultant. She serves as Secretary of the Coalition.

Ms. Dorothy Knight

Ms. Knight is an active Christian advocate. She is President of DK Associates, a community based religious organization actively involved with the lives of low-income and troubled individuals. She is active in issues of ex-offenders and brings attention to their special needs. Ms. Knight works for the Interfaith Conference, a collection of religious organizations in the Washington Metropolitan Area, and is a member of the Board of Directors of Calvary Shelter, inc. She serves as Treasurer of the Coalition.

Ms. Mary Sears

An advisory Neighborhood Commissioner with approximately 47 years experience in community social work covering seven states. Ms. Sears is a former Board member; and one of the original volunteer staff members of the House of Ruth and she worked with the Founder, Dr. Vernonica Maz, on establishing the House of Ruth's programs and served on the speakers' bureau. She has worked with all entitlement programs at the local, State and national levels. She has worked in D.C. on homeless issues for the last ten years. She assisted in opening the Calvary Church Women's Shelter. Presently, she serves as an Advisory Neighborhood Commissioner for Commission 1B.

Mr. Boyd Smith

Mr. Smith is President of Community Action, Inc., a community based social services agency which distributes approximately 1,000,000 pounds of food annually to low-income and poor residents of the District. Mr. Smith additionally serves as a member of the D.C. Mayor's Commission on Homelessness and is considered an expert in the provision of local services.

Reverent Ernest Gibson

A nationally prominent civil rights activist and religious leader. Reverend Gibson is also the Executive Director of the Washington Area Council of Churches which has operated the government's emergency shelters for homless men since 1979. Through his organization, Reverend Gibson has provided nearly one million nights of shelter to the homeless. Reverend Gibson is a noted local leader and has lead the fight for rehabilitation services for the homeless.

Mr. Lawrence Guyot

Mr. Guyot is a nationally known civil rights activist. Mr. Guyot championed the rights for blacks in Mississippi and throughout the South. A resident of Washington for more than 12 years, Mr. Guyot is best known for ensuring community involvement in issues affecting them. He brings to the Coalition a watchful eye in protecting the civil liberties of the homeless. Mr. Guyot is the Coordinator for Voluntary Activities for the Commission on Social Services for the District Government. He is also one of the most politically active residents on this board.

Mr. Dennis Bethea

Mr. Bethea, a locally and nationally known advocate on the subject of homelessness serves as the elected Vice Chair of the Mayor's Commission on Homelessness. His expertise is in the area of organizational management and rehabilitative services to the homeless. Mr. Bethea is active in many community organizations dedicated to serving the poor. Mr. Bethea is also Chief of the Office of Emergency Shelter and Support Services, the local government agency with the responsibility for delivering services to the homeless of the Nation's Capitol.

Reverend Imagene Stewart

Reverend Stewart is Vice Chair and founder of the House of Imagene, a private family shelter and a place of peace and refuge in Washington. Reverend Stewart is also Executive Assistant to the Women Ministers of Greater Washington and brings a host of skills, abilities and talents to the provision of services to the homeless. An outspoken activist through her organization she brings most importantly that the "homeless are not always helpless".

Pastor Verlon Brown

Pastor Brown is an active Lutheran Minister with Community Family Life Services and Assistant Pastor at Christ

Lutheran Church (A.E.L.C.). Pastor Brown provides advocacy and expertise in the area of homelessness. As one of the newest members of the Coalition, Pastor Brown offers a fresh perspective on the needs for the total rehabilitation of homeless people both physically and spiritually.

Ms. Marie Nahikian

Ms. Nahikian is a long time community housing advocate. Ms. Nahikian has provided expert advice to local governments throughout the country. A noted advocate on homelessness, Ms. Nahikian brings to this Coalition a perspective on the housing needs of the homeless and other special groups.

Ms. Patricia Makin

Ms. Makin is Chairperson of the Women's Shelter Providers, an organization made up of all the local providers of services to homeless women. Formerly five term President of the Board of Directors of Hannah House, a shelter for homeless women, and Coordinator for the Luther Place Emergency Women's Shelter, Ms. Makin is an active advocate and brings the concerns and special needs of our homeless women to the Coalition.

Ms. Mary Touchstone

Ms. Touchstone is the EEO Officer of the Commission on Social Services, and also the Coordinator for the One Fund for the Commission. She organized a Gong Show that raised thousands of dollars for the Friends of the Homeless Campaign. Ms. Touchstone is very active in her church and has given a number of successful concerts to benefit worthy causes. She brings a wealth of experience to the Coalition Board.

The Coalition for the Homeless thus, represents the combined expertise and knowledge of many of Washington's most active advocates and practitioners in the field of service delivery to the homeless.

Factsheet on Trailer Rental

Trailers

Accepted, as available, in each of 3 standard sizes: 10x50, 12x50, 12x60. All have 2 outside doors, one near each end, and the internal configurations may be either 2 or 3 compartments with free walkway between the doors. All are wood paneled walls and someare carpeted while all others have vinyl tile floors. (Typical diagram attached).

Each will accommodate 15 bunks, though it may be desirable to program the 50 foot-long units as the office/ administrative support site to avoid crowding. Alternatively, 50 foot units may be assigned only 13 or 14 bunks.

All units are electric heated, have ceiling mounted flourescent light fixtures throughout and require only a single electric hook-up on the outside to supply the circuit breaker service panel.

> The electric supply to be 220 volt, 100 Amp, single phase, using #6 AWG wire.

Stairways to each door to be constructed of wood on site, to meet the individual site requirements.

Every trailer will need to be skirted from trailer-bottom to ground at each location.

Rental prices average to $300.00 per unit according to size (10x50 @ $250/month, 12x50 @ $275/month, 12x60 @ $375/month).

Delivery and pick-up and on-site leveling and blocking is a one time charge per unit. Higher delivery and pick up charges will result for some of these units as the total number required cannot be met from local sources.

12-month Budget for Trailers

1. Rental

   46 units @ average $300/month....................$165,000

2. Delivery, pick-up on site set-up

   24 units @ $100 each................................2,400

   NOTE: see Reserves and Contingency
   entry re other 22 units

3. Electric supply connection

   46 units @ average $275 each......................34,500

   NOTE: see Reserves and Contingency
   entry re possible additional
   charges

4. Stairway construction

   46 units, 2 stairways each @ average $340/unit.....15,640

   ($65 material and $105 labor per stairway)

5. Weather skirting

   46 units @ average $975 each......................44,850

6. Reserves and Contingency

a.	Possible additional pick-up and delivery costs for 22 units acquired outside the metropolitan area and for which costs per mile will be required. Anticipated to range from $700 to $1200 per unit, or an average of $950	20,900
b.	Possible additional charges for electric supply where none presently exists, or where the existing is insufficient. (Computed at 2 sites, 14 total units, ($5,000 per site)	10,000
c.	Unassigned contingency @ .20 of identified costs	52,478
	Total Budget	$345,768

THE UNDER SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

July 31, 1985

MEMORANDUM

TO : Harvey Vieth, Chairman
Federal Task Force on the Homeless

FROM : Charles D. Baker
Under Secretary

SUBJECT: Future of Homeless Shelter Located at
425 Second Street, N.W., Washington, D.C.--
ORDER

I have carefully considered the analysis and recommendations in your memorandum of this date, and I agree with your recommendation to close the 425 Second Street, N.W. shelter, effective August 31, 1985. You are hereby instructed to notify interested parties (including the District of Columbia, the General Services Administration, and the United States Attorney for the District of Columbia) of that decision. Unless ordered otherwise by a court of competent jurisdiction, please take all other necessary steps to implement this decision.

As noted in your memorandum to me, the most crucial step that must be taken by your office is to bring to successful conclusion your efforts with the government of the District of Columbia and local shelter providers to assist them in finalizing plans already discussed with them to identify and make ready for occupancy alternative shelter arrangements for the residents of the shelter at 425 Second Street, N.W. Funds previously identified for renovations of that shelter may be used to facilitate these efforts.

The reasons for my decision are as follows:

1. It is undisputed that the shelter at 425 Second Street, N.W. is in deplorable condition and that its continued use by the homeless of the District of Columbia is a substantial and immediate threat to their health and safety. Unless substantial repairs and renovations are made to that building, it is simply not fit for use as a shelter for the homeless.

2. It seems reasonably clear that no one, including the District of Columbia and the Community for Creative Non-Violence, is willing to operate that shelter even with the substantial renovations that the Federal Government indicated it was willing to make. Furthermore, even if a suitable provider would operate the shelter under those conditions, GSA has informed us that the renovations cannot be effected and the building made suitable for use as a shelter in time for the winter heating season.

3. It is totally inappropriate for the Federal Government to be involved directly with the operation of a shelter for the homeless as has regrettably become the case with this building. Without the cooperation and active participation of the District of Columbia, there is little if any possibility that this shelter could successfully be operated. Since the District of Columbia has declined to participate in this effort, it seems fruitless to continue on this path, especially in view of the imminent hazards to the current occupants of that shelter that result from its present condition.

4. We have been informed by officials of the District of Columbia and by local area shelter providers that additional shelter capacity can be made available in the District of Columbia, especially if some federal assistance is provided. However, those other providers and the District of Columbia are unwilling to come forward with final plans to provide alternative shelter capacity while this dispute is unresolved and the shelter remains open. A final decision to close the shelter by the Department will permit the involvement of the District of Columbia and other shelter providers in making alternative arrangements.

5. The disposition of the shelter at 425 Second Street, N.W. must be resolved as soon as possible in order to prevent the matter from dragging on into the cold weather. Only a final decision to close that shelter soon will bring forth the development of adequate alternative shelter capacity before the onset of winter. Short of such decision, these homeless will face a cold winter in a totally unacceptable facility, where maintenance and operating practices are deplorable. We cannot permit such to occur.

Please consult with me as necessary as you implement this decision.

CHWAT/WEIGEND ASSOCIATES
CONGRESSIONAL & GOVERNMENT RELATIONS
400 FIRST STREET, N.W., SUITE 816
WASHINGTON, D.C. 20001
202/638-6400

July 25, 1985

Harvey R. Vieth, Chairman
Federal Task Force on the Homeless
1200 19th Street N.W., Room 556
Washington, D.C. 20506

Dear Mr. Vieth:

This is in regard to the shelter located at 425 Second Street, NW. We understand that you are soliciting public comments on the U.S. Department of Health and Human Services (HHS) decision to close the shelter located at that site. We concur with the Department's contention that the building should be closed.

Our office is located next to 425 Second Street and we base our comments on the experience of our employees, and my partner and I, in walking past the building several times each day, including weekends when we are usually the only workers in our building. We very strongly recommend that the building be closed and razed. Our reasons are as follows:

1. Public Health

The building has attracted rats, and we have seen rats around our office building and think they are causing a major health problem. In addition, I and my employees have seen inhabitants of the shelter urinating along D Street N.W. in front of our building.

2. Public Safety

Instances of shelter residents begging have increased beyond the shelter's immediate location. The beggers have on several occasions grabbed my arm (and my employees reported that this also happened to them) to insist on giving money to them. The problems of public safety can be confirmed by contacting the local police precinct or the fire and rescue department for reports. We have noticed numerous knife fights in and around the shelter, as well as the congregating of large groups of people intent on accosting passers-by.

On several occasions my wife and I stopped our car near the shelter on D Street, at night, waiting for the traffic light. Residents of the shelter would approach the car and bang on the windows demanding that we listen to their requests for money. One resident, several months ago, was blocking traffic at 1st and D Streets NW. She was walking in a daze, in the middle of the street, stopping cars and banging on windows until the police came and arrested her.

3. Shelter Is Too Large

The shelter is much too large for the necessary work that must be done to assist the homeless. The structure has become just a "warehouse" for the residents. It is an example of mismanagement which is not doing the residents any good.

4. Area Too Dangerous

Our employees do not want to work late at night because they fear walking past the building to get to the subway, because they fear that they will be attacked by the shelter residents that walk around the area. Our clients have said not to place them in local area hotels because of the bad reputation the shelter has given the neighborhood.

5. There Are Other Alternatives

We understand that the D.C. government and HHS have other alternatives that focus on actually helping the homeless in more manageable, smaller shelters rather than allowing them to be used as pawns by the present management of the shelter in its private, publicity seeking activities. In addition, other homeless shelters, both religious and private, have been struggling to assist the homeless without much attention and deserve the support for their operations.

6. Demand For Money

We believe that no one has the right to demand money from the federal government without going through legitimate channels to seek assistance. The demand for $10 million in renovations for the shelter comes out to approximately $12,500 for each of the 800 residents. That is an absolute disgrace in these times of budget reductions, deficits, office closings and lost jobs.

In short, we urge the closing of the shelter; razing of the building, and dispersing of the residents to smaller, more manageable shelters throughout the city.

Sincerely,

John S. Chwat

JSC:clw

cc: Robert Malson, Sr.
Donald Regan

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Washington, D.C. 20201

DATE: JULY 31, 1985

MEMORANDUM TO: CHARLES D. BAKER
UNDER SECRETARY

FROM: HARVEY R. VIETH Harvey R. Vieth
CHAIRMAN
FEDERAL TASK FORCE ON THE HOMELESS

SUBJECT: FUTURE OF HOMELESS SHELTER LOCATED AT 425 SECOND STREET, N.W., WASHINGTON, D.C. — DECISION MEMORANDUM

The Department has been ordered by a federal district court judge to receive and consider comments on the future of the shelter for the homeless located at 425 Second Street, N.W., Washington, D.C., and to reach a decision as to the shelter's future by July 31, 1985. This memorandum will provide the history and background on the matter, an analysis of comments received and factors considered, a discussion of options with advantages and disadvantages, and recommendation and decision sections for your consideration.

I. INTRODUCTION AND BACKGROUND

In December 1983, Mitchell Snyder, a member of the Community for Creative Non-Violence ("CCNV"), a religious association, met with Dr. Harvey R. Vieth, the Chairman of the interagency Federal Task Force on the Homeless ("Task Force"). Mr. Snyder proposed that the CCNV be permitted to use a vacant, federally owned building located at 425 Second Street, N.W., for a temporary homeless shelter ("the building" or the "UDC shelter"). The Task Force was receptive to Mr. Snyder's proposal, and in December of 1983, the Department of Health and Human Services ("HHS" or the "Department") requested that the building (which was then and is now owned by the General Services Administration ("GSA")) be assigned to HHS for use as a shelter for the homeless in the District of Columbia ("D.C." or the "District"). In late December 1983, GSA issued a permit to HHS for the building to be used for that purpose.

Pursuant to its belief that local governments – in this case, the District of Columbia – should play a direct role in homeless shelter arrangements, HHS then issued a license to the District of Columbia to permit the District to use the building as a shelter for the homeless until March 31, 1984, at which time the license would expire of its own terms. The District of Columbia, in turn, assigned its license to CCNV to operate the building as a shelter for the homeless through March 31, 1984, when, again, the assignment would expire of its own terms. Both the HHS to D.C. license and the assignment between the District and CCNV provided that the building was licensed "as is" and that all maintenance, compliance with health and safety codes, and utilities expenses were to be borne by the licensee. 1/

On January 15, 1984, the building opened for use as a shelter for the homeless. Subsequently, the CCNV requested that they be permitted to keep the shelter open after March 31, 1984, and that the facility be renovated at federal expense. A document prepared by CCNV was provided to federal officials which described and estimated the cost of renovations and repairs ($5 million) which CCNV thought to be necessary. (Attachment A.)

Federal officials agreed to CCNV's request for continued utilization of the building as a shelter, although the issue of the permanent use of the building as a homeless shelter was not addressed at that time. GSA extended the original permit for use of the building to HHS indefinitely. Once again in response to the Federal Government's belief that the locality must play a central role in the provision of shelter for the homeless, HHS offered to extend its license to the District indefinitely. However, the District refused to accept that extension. The District's license to CCNV for the use of the building thus expired on March 31, 1984. CCNV, however, continued to operate a shelter in the building, despite the absence of any formal legal relationship between CCNV and the District, or between CCNV and the Federal Government with respect to the building.

In the summer of 1984, Mitchell Snyder wrote to President Reagan on behalf of CCNV requesting once again that the Federal Government expend approximately $5 million to renovate the shelter. Dr. Vieth responded to this letter, pointing out that the federal role relative to the homeless consisted of making existing surplus resources available to localities (and service providers), who properly bear the primary responsibility for assisting the homeless.

In mid-September 1984, several members of CCNV, including Mr. Snyder, began a fast for the publicized purpose of seeking renovation of the building. In early November 1984, the Secretary of the Department, Mrs. Heckler, spoke by telephone with Mr. Snyder and informed him that she and the President were willing to commit the Federal Government to renovate the building. She authorized C. McClain Haddow (then her Executive Assistant) to discuss the details of the renovation with Mr. Snyder.

1/ Nevertheless, HHS spent approximately $90,000 in emergency repairs on the shelter from the period December 1984 through February 1985 and, in the earlier period of shelter operation, approximately $39,000, of which earlier expenditure CCNV has only reimbursed HHS for approximately $20,000 in costs.

Mr. Haddow went the next day to CCNV headquarters to discuss the renovation of the shelter with Mr. Snyder. He took with him a draft statement which stated that the government was willing to make the building into a model physical shelter structure for the homeless and which set forth seven specific repairs and renovations that the Department was willing to have performed on the building. Mr. Haddow thought that Mr. Snyder and another representative of CCNV, on behalf of CCNV, had agreed to these renovations, which were:

1. Adequate locker facilities for securing personal belongings of those utilizing the shelter;

2. Provision of adequate shelter space for separate men's and women's quarters;

3. Adequate kitchen facilities for food preparation;

4. Laundry room facilities;

5. Emergency first aid station;

6. Consultation rooms for social service providers; and

7. Adequate fire prevention sprinkler system.

It was agreed that GSA would be responsible for making estimates and overseeing the work and that the cost thereof would not exceed $5 million.

It is not clear what the Department envisioned by use of the word "model," as the scope of the commitment was nowhere defined except in the draft statement. CCNV argues that the term means something like "ideal" in the sense of what experts would agree would be the preferable habitat for the homeless. The Department has argued that whatever the term means, it must be limited by the written statement in which it was used; and that, in any event, the commitment was not open-ended or subject to the ultimate determination by CCNV. Obviously, there was no meeting of the minds with respect to the effect of the use of this word in the scope of the Department's commitment. It is our view, however, that the term must be interpreted to mean something that could be replicated in other localities, and an overly expensive and elaborate shelter would clearly not be replicable, and may even discourage other localities from getting involved in homeless shelters.

Between November 1984 and June 1985, officials of the Department continued to discuss with Mr. Snyder and representatives of CCNV the proposed renovation of the shelter and to pursue internal and inter-agency matters relating to the shelter (including consideration of funding options), as well as to discuss the future of the shelter and its residents with the District Government. HHS identified funds which could be used for the renovations in the appropriation for the discretionary grant program under the Community Services Block Grant program.

In May 1985, HHS entered into an agreement with GSA for the accomplishment of the seven items of renovation and repair previously agreed to, at an estimated cost of $2.7 million. Meanwhile, an architect retained by CCNV (with funding from the National Endowment for the Arts) prepared and submitted to public officials a plan for renovating the building which, according to GSA estimates, would cost approximately $10 million. This plan provided for extensive renovations beyond those which the Federal Government had agreed to accomplish, including construction of separate rooms (or "cubicles") for each individual shelter resident, a dental clinic and infirmary, extensively renovated staff quarters, and greatly expanded and relocated kitchen and dining facilities, all of which were either rejected or explicitly not agreed to during the November discussions with CCNV.

As discussions and personal meetings with CCNV continued into the spring, it became clear that the Government's plans to renovate and repair the shelter per the November agreement were far less extensive and expensive than that provided for in the now-developed CCNV plans and were not acceptable to CCNV. A May 21, 1985, meeting was held among representatives of HHS, the District, Mr. Snyder, and other representatives of CCNV to discuss arrangements for renovation and operation of the shelter, and to give Mr. Snyder a copy of a proposed plan whereby the District would operate the shelter through a nonprofit corporation which could utilize CCNV as a service provider. Mr. Snyder refused to discuss any of these matters until he had been given a set of GSA plans indicating what renovations GSA was planning on performing. He made it clear at that meeting that no plans would be satisfactory to him unless they incorporated the major features of the plans that had been developed by the CCNV-retained architect, including many items that were in addition to those in the statement of November 1984. 2/ Given the serious disagreement that emerged from this meeting on the scope of renovations, the proposed plan to operate the shelter through a non-profit corporation was not pursued by either D.C. or Federal officials.

The GSA plans demanded by Mr. Snyder were delivered to him on June 7, 1985. A meeting was held with CCNV representatives, HHS, GSA, and District officials on June 11, 1985, to discuss the renovations. At that meeting, Mr. Snyder indicated that the plans that he had received from GSA were

---

2/ For example, separate cubicles for each resident, separate entrances for men and women, a dental unit and infirmary, substantial relocation and expansion of kitchen facilities, the establishment of five semi-autonomous shelters within the building (each with its own dining/lounge space), complete renovation of the third floor of the building, including the establishment of staff quarters, and numerous other items that were never agreed to.

totally unacceptable and that he would not facilitate GSA's entry to the building to begin work to accomplish the seven items of renovations that had been agreed upon, even though GSA was prepared to begin to accomplish these seven items of renovation and repair that had been agreed upon and for which authorized funds had been identified. In the opinion of HHS officials at the meeting, Mr. Snyder made clear his refusal to discuss the GSA plan.

Meanwhile, discussions which occurred frequently from December 1983 to the present between HHS and the District about plans for operating a shelter at 425 Second Street, N.W., were still on-going. Since that time, officials from the District and HHS have continued to discuss the question of the homeless in the District of Columbia and have discussed alternatives to the site at 425 Second Street, N.W. The purpose of these discussions has been to identify adequate alternative shelter facilities in case the shelter at the building had to be closed, and District officials have repeatedly stated that such alternatives are feasible and available.

HHS has been unsuccessful in locating any other provider who would be willing and had the capacity to operate a facility of the size of this shelter, or in arranging for the District of Columbia Government, as HHS had anticipated in the fall of 1984, to play a role in the shelter's continued operation.

However, discussions with other local shelter providers suggest that alternatives for shelter for the residents of 425 Second Street, N.W., can be made available. Task Force discussions over the past year with professionals in the field of shelter provision have also indicated that smaller shelter facilities would be far preferable for the homeless.

In mid-June 1985, a lawsuit was filed by several homeless individuals, Mitch Snyder, and the CCNV in U.S. District Court seeking an order for the government to perform the over $10 million worth of renovations sought by CCNV. On June 21, 1985, Dr. Vieth announced with regret that the Federal Government was no longer in a position to continue its efforts with Mr. Snyder and CCNV to repair and renovate the building. The reasons stated for this decision included the refusal by Mr. Snyder and CCNV to cooperate with federal agencies in carrying out the renovation plans that would have fully met the commitment HHS made in November 1984 to renovate the shelter, the unsafe and unsanitary condition of the building, the unwillingness of the District of Columbia to be involved in the operation of this shelter, and the unavailability of an appropriate entity to operate the shelter. On that date, Dr. Vieth formally advised Mr. Snyder that the shelter in the building would close on July 10, 1985, and that notice to that effect would be posted at the shelter the next day, June 22, 1985. At that time, the plaintiffs in the lawsuit sought an order from the federal court that would bar the Federal Government from posting notices informing residents of the closing. They also filed additional charges seeking to keep the shelter open. Dispositive motions are pending before the court (our motion to dismiss or, in the alternative, for summary judgment and CCNV's motion for partial summary judgment).

On July 16, 1985, United States District Judge Charles R. Richey, who is hearing the case, ordered the Department to post notices seeking comments by July 25, 1985, on the future of the shelter and to make a decision on the future of the shelter by July 31, 1985. On July 26, 1985, he issued a temporary restraining order enjoining the closing of the shelter.

This memorandum is in response to Judge Richey's July 16, 1985, order. We have posted notices at the shelter notifying all interested parties that the Department is considering the future of the shelter. (Attachment B.) We also provided copies of the notice (1) to the national and local press and (2) to all groups, individuals and other interested parties who wrote to the Task Force about the shelter during the period from November 1, 1984 to mid-July, seeking their additional comments. (Attachment C). As a result, we have received comments steadily for the last week, from local businessmen and neighborhood employees and residents, residents of the shelter, individuals affiliated with religious groups or orders, other shelter providers, CCNV, a member of Congress, the GSA, and many other concerned groups and individuals. Additional comments were provided at a hearing conducted by the D.C. Coalition for the Homeless on Tuesday, July 23, 1985. A summary of the comments offered at that hearing is provided. (Attachment D.) We have assessed those comments and set forth below a brief summary of the comments received. (A more indepth analysis is provided as Attachment E.) In Section III below, we discuss the factors for consideration raised by the commenters, as well as the concerns raised initially within the Department.

Thus, this memorandum is designed to provide you with the factors which the Department should consider in its decision as to the future of the shelter, options with pros and cons for your consideration, and the Task Force's recommendation as to the shelter's future.

II. SUMMARY OF COMMENTS RECEIVED

The Task Force received a total of 707 responses to its request for comments on the proposed closing of the UDC shelter. The deadline established by the District Court was 5:00 pm Thursday, July 25, 1985. Most of the letters received on Friday, July 26, 1985, had been initially misdelivered by the U.S. Postal Service the previous day. Accordingly, we decided to accept all responses received on July 26. Any comments received after July 26 are not included here. Several responses were signed by more than one person, but are counted here as one comment.

Six hundred fifty-eight (658) of the comments received opposed closing the shelter (including 326 shelter residents and 35 shelter volunteers), 35 favored its closing, 2 recommended finding alternative facilities or said they would not object to the closing if alternatives were available, and 12 had other comments. A more detailed summary of the comments received and issues raised by the respondents is attached (Attachment E.)

Three-hundred twenty-six (326) of the responses were from residents of the UDC shelter, 37 were from volunteers at the UDC shelter, 22 were from residents, employees, businesses or institutions located in the UDC shelter neighborhood, 18 were from other shelter providers or volunteers in the Washington, D.C. area, 26 were from shelter providers or volunteers outside the Washington area, 167 were from residents of the Washington, D.C. area (in addition to those already counted in other categories above), 107 were from residents or entities from outside the Washington area (in addition to those already counted above), and 4 were "other" respondents.

All 326 of the UDC shelter residents who responded thought the shelter should remain open. In general, they expressed concern that there was no other place for them to go, and that while the shelter was in deteriorated condition, it "was better than nothing."

Thirty-five of the UDC shelter volunteers were opposed to the closing of the shelter. They expressed concern about the condition of the shelter and its effect on the health and safety of the residents, but felt it was better than no shelter. Two UDC shelter volunteers stated that the building should be closed because of its size, condition, and the lack of control or supervision on the part of the staff. These two volunteers felt that it should remain open, however, until alternative housing is found for its residents. One of these volunteers worked on maintenance at the shelter.

Eighteen of the twenty-two respondents who are residents, employees, businesses, or institutions in the UDC shelter neighborhood recommend closing the shelter, and another recommends closing it unless something can be done to improve public safety in the area. They cite concerns about health and safety in the neighborhood, increased crime since the shelter opened, and a resulting negative effect on property values and the volume of business. Many of these concerns stem from panhandling, verbal and physical abuse by the shelter residents, and the residents' use of surrounding yards and open spaces as public bathrooms. Two of the neighborhood respondents opposed closing the shelter, citing their concern for the welfare of the residents and their respect for the efforts of CCNV, and another thought it should be closed only if alternatives are available. (One of the comments opposed to the closing was signed by 40 persons, some of whom identified themselves as employees of the Government Printing Office, located in the neighborhood).

Of the eighteen responses received from operators of and volunteers at other shelters for the homeless in the Washington, D.C. area, 9 opposed closing the shelter (including one who offered to operate it), 7 favored its closing (after providing alternative facilities), one recommended prompt action either to renovate it or replace it, and one took no position but mentioned that, in the commenter's opinion, it was time for long-term solutions, not just temporary measures.

Those who opposed closing the shelter were very concerned about what would happen to its residents. None of them thought that alternative shelter facilities could be readied in time, stating that existing facilities simply could not handle them.

The local providers and volunteers who favor closing the shelter also expressed their concerns about what would happen to the residents, believing that sufficient alternate shelter is not yet available. They recommend closing the shelter, but not until alternatives are found (one recommends making emergency repairs and keeping it open for one year). Most stated that the size of the shelter and the type of supervision and controls exercised by CCNV caused too many problems to make it acceptable, and thus they support replacing it with other smaller shelters.

Twenty-four of the twenty-six comments from operators of or volunteers at shelters outside the Washington, D.C., area opposed closing the shelter, stating that the Federal Government should carry out its promise to establish a "model" shelter. They generally supported the CCNV renovation plan because, they believed, it would offer more dignity, privacy, and needed services to the homeless.

The other two out-of-town shelter operators commented on the renovation plans. One felt that the CCNV plan was better because it kept the men and women totally separate and provided more privacy through the use of individual cubicles. The other stated that the shelter was too large, even if broken up into 5 smaller shelters, and that the cost was driven up unnecessarily by the installation of individual cubicles.

Of the 167 Washington area respondents not already counted above, 151 opposed closing the shelter, 8 supported closing it, 1 thought it should be kept open unless an alternative was found, and 7 had other comments. Those respondents opposed to the closing generally praised the work of Mr. Snyder and CCNV and were concerned about what would happen to the shelter residents. Those who recommended closing the shelter or had no objection to its closing if an alternative is found were concerned that the shelter was too large and in too bad shape to be of benefit to the residents.

All 107 of the respondents from outside the Washington area that have not already been counted above opposed closing the shelter. They generally cited the selflessness and dedication of Mr. Snyder and CCNV and stated that the Federal Government had a responsibility to help the homeless. They generally felt that the Federal Government should carry out the commitment made last November to renovate the shelter, without expressing what they understood was the nature of that commitment.

Comments opposing the closing of the shelter were also received from both the counsel and the architect for CCNV, Cong. Michael Barnes (from Montgomery County, Maryland), and D.C. City Councilmember John Ray.

III. ANALYSIS OF ISSUES

Role of the Federal Government in Helping the Homeless

The original charter of the Federal Task Force on the Homeless was based on the premises, among others, that homelessness is essentially a local problem and that new federal programs for the homeless are not the answer. (Attachment F.) The problem of homelessness originates at the community level and the focus of efforts to resolve it must be at this same level. In addition, without the involvement of local authorities, there is no assurance or even likelihood that appropriate health, mental health, employment, and other social services would be provided to residents of a shelter. The Federal Government has long believed and always maintained that local (or state) governments, along with the private sector, are ultimately responsible for providing for the needs of the homeless. The role of the Task Force and the Federal Government is focused on helping local governments meet these needs by, among other things, identifying existing federal resources that can be used to help the homeless and by removing impediments to the use of those resources. The Task Force has neither specific statutory authority (or responsibilities) nor a specific appropriation for the purpose of funding shelters or social services for the homeless. Therefore, the Secretary's commitment to renovate this shelter must be viewed as an exercise of her discretion, under her authority to administer the Department, to locate whatever funds may be available and to see that they were used to assist in meeting this local problem.

With this in mind, the Federal Government has always intended that the actual responsibility for the shelter in the University of the District of Columbia building be with the District of Columbia Government. This continued to be our assumption at all times, including at the time the Federal Government agreed to renovate and repair the building. Because of the D.C. Government's withdrawal from participation in operation of the shelter, the Department has ended up in a position where it is directly (and wrongly) involved with the UDC shelter.

Federal Relationship with CCNV

No formal legal relationship exists between CCNV and the Department. In fact, no direct legal relationship has ever existed between HHS and CCNV. CCNV's initial legal relationship was with the District of Columbia, which assigned its license from HHS to use the building as a shelter for the homeless to CCNV in late December 1983. That assignment, as well as the license from HHS to the District, expired on March 31, 1984. Since then, CCNV, which requested to be allowed to keep the building open as a shelter for the homeless, has been allowed to do so without the benefit of any formal license or permit.

At this time, the informal relationship with the CCNV has broken down to the point where it is clear that CCNV is not willing to cooperate with the Federal Government in the operation of the shelter on any but its own terms. Evidence of the breakdown includes Mr. Snyder's unwillingness to discuss the agenda items at the May 21, 1985 meeting called to discuss a proposed working relationship between D.C. and CCNV, and CCNV's demands (pursued through litigation) that, among other things, HHS renovate the shelter according to CCNV's specifications and desires. Furthermore, Mr. Snyder has indicated his complete unwillingness to discuss the GSA plans for renovation (other than to summarily reject them). CCNV has stated on the public record that it will operate the shelter only if it is renovated to the standards on which it insists.

Regardless of the current relationship with CCNV, it is the view of the Task Force that it was probably inappropriate for HHS to discuss renovations of the shelter directly with Mr. Snyder without the involvement of the District Government. Thus, even if CCNV were willing to further negotiate renovation of the shelter (and we have every reason to believe that they are not willing), any continued direct negotiation between the Department and CCNV without the involvement of the District Government, in the view of the Task Force, would result in the Federal Government becoming more deeply and inappropriately involved in a matter that is a local responsibility.

Federal Commitment for Repair and Renovation

The Department specifically agreed to perform specific items of repair and renovation in the facility, i.e.:

1. Adequate locker facilities for securing personal belongings of those utilizing the shelter;
2. Provision of adequate shelter space for separate men's and women's quarters;
3. Adequate kitchen facilities for food preparation;
4. Laundry room facilities;
5. Emergency first aid station;
6. Consultation rooms for social service provisions; and
7. Adequate fire prevention sprinkler system.

After the commitment was made, these renovations and repairs were estimated by GSA to cost $2.7 million; funds of that amount were identified (see "Available Funding," below) and HHS entered into an interagency agreement with GSA for GSA to undertake the work.

Two major problems which have arisen since that commitment was made are (1) the stated belief by CCNV that the HHS commitment was something other than the above-listed seven items of repair and renovation, and (2) the lack of involvement of the District of Columbia in the plans to renovate or operate the shelter. CCNV's original lawsuit asked the court to order the Department to perform elaborate renovations which CCNV claims were promised. CCNV seems to be claiming that the HHS commitment was an open-ended commitment to renovate the shelter in whatever way

CCNV believes will make it a model physical structure according to CCNV's definition. Specifically, this would be renovation in accordance with the plans developed by the CCNV-retained architect, Conrad Levenson. These plans contain many details beyond the seven items of repair and renovation agreed to by the Department 3/ and are estimated by GSA to cost at least $10 million. However, there is no question that the Department never agreed to renovations as extensive or expensive as those now demanded by CCNV.

Many commenters wrote suggesting t[illegible] the Secretary should fulfill her commitment to renovate and repair the building. At the time the Department made this commitment, however, the Department anticipated that the D.C. Government would be involved in the use of the building as a shelter. The HHS commitment was a statement that it would perform one-time physical improvements on the building in which the shelter is located, not to become involved in the continued maintenance of a shelter. Nowhere else in the country does the Federal Government play such a role in shelter operation and maintenance. In retrospect, we must acknowledge that it was probably a mistake for the Department to have engaged in a commitment to renovate and repair the Second and D Streets facility without having a firm agreement with the District Government as to the continued operation of a shelter in that building. Nevertheless, we should be aware of the importance of the public perception that we are reneging on a federal commitment; any change in course at this time should be based on a rational conclusion that our original commitment cannot now reasonably be carried out.

Other commenters wrote suggesting that the Department should spend the funds necessary to renovate the building according to the Levenson plans (developed by the CCNV-retained architect Conrad Levenson). Some of these comments also suggested that the Levenson plans should be used (or, in the alternative, the GSA plans should not be used) because they believed that separate entrances for men and women were necessary for safe shelter management. In the first instance, it should be remembered that the Department never committed to renovate the building beyond the seven items of repair and renovation agreed to on November 4, 1984. Such features as separate entrances for men and women (or cubicles as discussed in comments provided to the Task Force by Mr. Levenson himself) were not part of that November Federal Government commitment. The GSA plans, it should also be noted, were drawn as working plans, *i.e.*, plans designed to be used flexibly in the course of construction. GSA intended to discuss with CCNV such matters as providing some partitions in the open rooms in order to reduce the size of the sleeping spaces and thus to provide more privacy than in a completely open plan. However, Mr. Snyder's intransigence concerning which plan was acceptable to him prevented him from understanding this at, and since, the June 11, 1985, meeting. In addition, the Federal Government

---

3/ The additional details include: separate cubicles for each resident, separate entrances for men and women, a dental unit and infirmary, five semi-autonomous shelters within the building (each one having its own dining/lounge space), newly expanded and relocated kitchen facilities and the renovation of the third floor of the building (including staff quarters).

is concerned that a "model" shelter be one that is capable of duplication by other communities. Very few, if any, other communities would be able to afford a $10 million plan.

At this point, a final decision must be made as to whether the Department should abide by the initial commitment to perform the seven specific repairs and renovations on the building. Several factors enter into the decision.

In the case of this shelter, the Department has become involved in direct shelter management and funding to a degree unequalled in any other part of the country. The Task Force sees the Federal Government's role as being one of helping local governments as those localities confront the problems of their homeless, especially in helping localities identify and utilize existing federal resources. Yet in the case of the building at 425 Second Street, the local government has expressly removed itself from the operation of the shelter, and further has made it clear that it will stay uninvolved until the building is closed. Should the Department decide to perform the committed-to repairs and renovations, we can expect that we will once again be involved in the operation of this shelter without the benefit of the proper and necessary involvement of the local government.

The General Services Administration ("GSA") has reconfirmed that the planned repairs will cost an estimated $2,700,000 in order to ensure 3-5 years retention of the building or indefinitely if properly maintained. (Attachment G.) 6/ They also report the current serious deterioration of the facility, including the fact that they believe time is no longer available in order to:

> accomplish design and contract for resources to properly perform any significant improvements to the condition of the building prior to the 1985-1986 heating season.

Even if the repairs and renovations are to be performed at the estimated cost of $2.7 million, because of the short time available, the repairs could not be accomplished in time to make the shelter usable for the oncoming winter. Furthermore, although CCNV states that it pays for, and will continue to pay for, the costs of the shelter other than the disputed renovation expenditures, the Department spent approximately $90,000 in emergency repairs on the building from December 1984 through February 1985. The Task Force has no reason to believe that the "proper maintenance" which will be required for this building (after the $2.7 million expenditure for renovations) will be paid for by CCNV; we believe, in fact, that the likelihood of further Departmental expenditures on this facility is great. In the view of the Task Force, these factors indicate that it is in the best interests of the District's homeless for alternative facilities to be identified and made available as soon as possible.

6/ CCNV has claimed that renovation at the $2.7 million level will result in poor quality work that will continually require expensive maintenance, which will be the responsibility of CCNV. GSA has assured us that a $2.7 million renovation will be a quality one and,will require only normal maintenance.

Finally, the GSA report expressly states that "continued use of the building should only occur if the deteriorated conditions are corrected." There is no question, the Task Force believes, but that the GSA view is correct. If the seven items of repair and renovation are not to be performed on the building, then the Second and D Streets facility can no longer be operated as a shelter for the homeless. In that event, the Department should consider whether the funds initially earmarked for the renovations should be provided to either the local government or to local shelter providers in order to identify, establish and/or renovate alternative shelters for the homeless residents of the 425 Second Street, N.W., facility.

If the Department does decide to spend the $2.7 million to renovate and repair the building, because of (1) the current availability of funds (see "Available Funding," below), (2) the initial commitment to do so, and (3) the fact that renovation and repair will make the building a far more habitable and safe facility than it is currently, then the Department should be prepared to adopt a new role in shelter management. Because the D.C. Government has taken itself out of the picture as to this facility, the Department will have to be prepared to play a much more direct role in the operation of the shelter than was contemplated.

Available Funding

At the time that the Secretary entered into the commitment to renovate the shelter, no statutory authority or funding source was identified. The commitment was not made to implement any specific statutory provision or scheme, or Congressional expression of policy or intent. The Secretary was involved by virtue of her role as head of the agency which chairs the Interagency Federal Task Force on the Homeless. It was not assumed at that time that HHS funds would be used to carry out the commitment. Only after the commitment was made were funds identified with which the commitment could be fulfilled. These available funds were in the Community Services Block Grant Act §681 (42 U.S.C. §9910), which provides the Secretary discretionary authority to fund certain specific types of projects, including community development programs (for which 1985 funds have been made available in the HHS FY 1985 appropriation). It was decided that the UDC shelter renovations and repairs agreed to could be funded only from unobligated funds under the Community Development Program of the Community Services Block Grant Act appropriation of $19,920,000. (42 U.S.C. §9910(a)(2)(A); see Departments of Labor, HHS, and Education Appropriations Act, 1985, P.L. 98-619, 98 Stat. 3303, 3319.) 5/

5/ Section 681 funds are exempt from limitations on the use of grants for construction (PL 97-35, Section 680). Thus, these funds, although certainly not available unlimitedly for capital expenditures, may be used for the purchase or improvement of land, or for the purchase, construction, or permanent improvement of any building or other facility, as required for any project funded under Section 681. The availability of these funds for construction purposes, however, does not mean that the renovation of buildings is the main purpose of the Community Services Block Grant Act; it is not.

These funds are appropriated to provide special programs of assistance to locally-initiated community development programs which sponsor enterprises providing employment and business development opportunities for low-income residents of the area. Such programs might well include the establishment, operation and general support of shelters for the homeless that employ economically disadvantaged people in construction, rehabilitation and operational capacities (e.g., housekeeping, janitorial, dietary services).

These monies are available for obligation until the end of FY 1985, (i.e., until September 30, 1985) and cannot be reallocated to other applicants if they turn out during FY 1986 not to be used. Alternative uses of the available funds include the funding of other programs of assistance to community development programs, under the regular OCS program of urban and rural economic development. Applications for such assistance are presently under consideration within OCS.

With respect to the issue of whether it is appropriate to put more funds (i.e., in addition to the $2.7 million already identified) in the Second and D Streets shelter, it must be borne in mind that the D.C. project is but one of many competing claims on the available appropriation. The Office of Community Services published in the Federal Register an announcement of the availability of funds under the Discretionary Authority in January 1985. (50 F.R. 3670, Jan. 25, 1985). In response to that solicitation, 217 applications from public and non-profit organizations totalling $96,285,717 were submitted for the $19,920,000 available under the community economic development portion of the appropriation. The current plan to devote even $2.7 million to a single project in the District of Columbia arguably amounts to a disportionate distribution of the limited funds to the Nation's Capital. Given the apparent need for these funds for projects all over the country, it would be inappropriate and unreasonable to devote an even greater amount of these funds to the shelter project.

We have been unable to identify any other source of funds for this project. While a small amount of funds may be available in two Department grant programs (Community Mental Health and the Aging Discretionary program), unlike the Community Services Discretionary program, those funds are available only for grants and may not be expended by the Department directly in support of a project. Our original discussions concerning the possible use of those program funds for this purpose were based on the assumption that the District of Columbia would be a grantee for this purpose.

Structural and Operating Conditions in the Shelter

GSA has advised us that the UDC shelter is in very bad physical condition. (Attachment G above). The roof leaks in several places, the windows and doors are in disrepair, the plumbing and heating equipment need replacement or repair, the interior walls and partitions have numerous large holes, and vital safety equipment is missing. Both GSA and some of the comments have indicated that much of this damage has occurred since the building was turned over to CCNV for use as a shelter. The Public Health Service inspection has also indicated that basic cleaning and maintenance are not being, and probably cannot be, carried out in the facility. GSA has made basic repairs to the plumbing system, including cleaning out the sewage lines on almost a daily basis since February 1985. GSA reports that it often finds shoes, clothing, and on one occasion even a chicken, clogging the lines after being flushed down a toilet. The outdated plumbing system in the building is not capable of coping with such abuse, and, because of its outmoded condition, significant numbers of new toilets and showers cannot be added unless the building is renovated. Many of the interior walls and partitions are severely damaged.

Finally, GSA and others have advised us that, apart from this structural damage, the building is generally filthy, with garbage attracting rats and roaches. In its latest inspection report, GSA states that a general cleanup of the building and the surrounding area appeared to have been done recently.

The Task Force sought from the Public Health Service an inspection of the facility with an eye towards the impact on health of the conditions in the facility. The Public Health Service conducted that inspection on July 27, 1985, and has provided us with its report. (Attachment H.) 6/ The views of the Public Health Service affirm our belief that couditions in the shelter threaten the health of the shelter residents. They report the seriously deteriorated condition of the "grossly inadequate" plumbing and sanitation facilities; the adequacy of the space for from 550-650 individuals; the evidence of poor housekeeping, cleaning and maintenance; the overwhelming infestation by roaches; evidence of earlier rat infestation; the presence of insects because of the lack of screened exterior openings; inadequate lighting; lack of ventilation in interior sleeping rooms; heavily soiled sleeping cots, blankets and pillows; additional sanitary problems caused by the use of cats to control rodents; the serious disrepair and deterioration of the building; and other examples that the building lacks the most elementary health and safety features. The PHS report identified the lack of adequate sanitary facilities as the most serious problem in the building

As mentioned previously, renovation of the seven items promised by the Federal Government in November 1984 could be accomplished for $2.7 million, in GSA's estimation. Such a renovation would be of sufficient quality to ensure a 3-5 year or longer retention, *if proper maintenance is performed*, and would use "industrial strength" materials designed to take abuse of the type currently being experienced at the shelter. CCNV, however, has refused to accept this

---

6/ The Public Health Service is a component of the Department. Their report confirms what the Task Force had learned from others both before and during the comment period. Saturday, July 27, 1985, was the earliest practicable date at which their inspection could occur. No homeless individuals were present in the sleeping areas of the facility when the inspection was conducted.

level of renovation, insisting that only their plan, estimated at a minimum cost of $10 million, is acceptable. As to the $2.7 million in renovations and repairs, if this work is performed on the building, maintenance costs will still be required and may well fall to the Department. Furthermore, since no appropriate shelter provider will operate the shelter with the $2.7 million worth of work, the Department will have a renovated building with neither a shelter provider nor local government to operate it. It makes more sense, in our opinion, to find several smaller shelters that would be more suitable and beneficial to the needs of the residents and that would have the support of the local government and shelter community.

Relationship with the District of Columbia Government

As mentioned above, the charter of the Federal Task Force on the Homeless is based on the assumption that the basic responsibility for providing for the needs of a community's homeless rests with that community, not the Federal Government. The Task Force in general is limited to helping that community, at the local government's request, by targeting existing Federal resources toward their needs. Because of this basic operating premise, the Federal Government has always intended that the operation of the UDC shelter be the responsibility of the District of Columbia Government.

For this reason, during the period November 1984 to the present, the Department has engaged in extensive on-going discussions with District officials as to the appropriate means for renovating and operating the temporary shelter. These discussions have included consideration of how the District of Columbia would have provided social and other services to residents of the UDC shelter had the shelter renovations been completed.

District officials have consistently informed us that, in their opinion, the UDC shelter, even with the renovations proposed by CCNV, would not provide safe, sound and supportive shelter for the District's homeless population. They have stated to the Task Force that they are especially concerned that (1) the size of the shelter makes it difficult to manage no matter who is running it, and (2) the shelter is unhealthy and unsafe both for its residents and the surrounding area. (Attachment I.) Other shelter providers in the Washington, D.C., area, as well as psychiatrists and experts in the mental health field, have affirmed the District's concerns about the shelter.

The District's opinion of the Second Street Shelter has previously been made very clear to the Department in both meetings and telephone conversations. The Department sought the formal comments of the District by letter to Mayor Marion Barry from HHS Under Secretary Charles D. Baker delivered on July 23, 1985, but the District has not responded to that request. (Attachment J.) While we have had numerous discussions with D.C. officials regarding alternative shelter arrangements, those officials have made it clear that they will provide nothing on the record regarding that or other issues on the shelter while the litigation is pending.

Without the support of the D.C. Government for renovating the building, not only will the Federal Government have to play a much more direct role in the operation of the shelter than was previously contemplated, but also there is no assurance that appropriate health, mental health, employment, and other social services will be available to residents of the shelter.

The Department has made it clear to the D.C. Government that the money it had identified for and committed to the seven repairs and renovations ($2.7 million) could be provided to D.C. for alternate shelters. If, as is by now apparent, D.C. is unwilling to participate in the UDC shelter in any way, then providing the available funds to D.C. (or to a group of other local shelter providers, if possible) for capital expenditures on other shelter facilities will relieve HHS of its current direct involvement in this local shelter, as well as providing what the Task Force believes to be better long-term arrangements for the homeless of the District.

After the Superior Court for the District of Columbia recently upheld D.C.'s challenge to the validity of Initiative 17 (which would have guaranteed every homeless person the right to shelter), Mayor Barry stated that he reaffirms his support for the policy that every person "who is out of a home should be able to turn to the public and private sector for assistance." (Attachment K.) The Task Force agrees with this statement of policy and believes that, given the Mayor's clear statement of support, the time may now be ripe for fruitful discussions between the Task Force, the D.C. Government and local shelter providers in order to arrange alternative shelter for the homeless residents of the UDC facility, with each participant involved in a way appropriate to its role in the problems of the homeless.

Humanitarian and Neighborhood Considerations

Many individuals, groups, shelter providers and religiously affiliated individuals and organizations from around the country wrote the Task Force in response to the posted notice soliciting comments on the future of the shelter. Most of these commenters wrote reminding us of the need for humanitarian treatment of the homeless residents of the 425 Second Street, N.W., facility. These commenters were sincerely concerned about the need for shelter and the provision of basic human needs for the homeless of the District of Columbia. These comments should be considered in this decisional process. The interagency Task Force speaks for the Federal Government when it states that homelessness is a critical nation-wide problem which manifestly needs local solutions, facilitated, where possible, by the Federal Government. The plight of the residents of 425 Second Street, N.W., is no less a problem than the plight of many other homeless citizens in the United States today. Nevertheless, there are certain responses which are appropriate for the Federal Government and certain others which are appropriate for local and state governments.

The Task Force believes that its role in issues of the homeless generally, and in response to the needs of the Second and D Streets shelter's homeless residents, specifically, is that of a facilitator and intermediary. As such, the Task Force can seek to aid the District Government and local shelter providers to meet their responsibilities for the homeless of the District of Columbia.

Professionals familiar with the care of the homeless have consistently informed the Task Force that they believe shelter is best provided to the homeless in smaller shelter facilities. There appears to be disagreement within the community of shelter providers because while some commenters, such as shelter providers, stated (or implied) that the size of the shelter was not a serious problem, other experts have advised the Task Force (both before and during the comment period) that the size of the facility is directly related to the health, both mental and physical, of the shelter residents and to the efficacious running of the facility. On balance, the arguments for smaller shelter are in our opinion stronger, but given this disagreement within the shelter community, the Department should consider whether it should be involved in the decision over what size facility should be used for a shelter, or whether this is precisely the sort of decision which should be left to the local authorities and experts.

In addition, during the comment period, many local businesses and employees in the area wrote comments concerning the state of the neighborhood. These commenters wrote concerning increased crime (both in the form of theft in local stores and threats to, and physical assaults on, individuals), locals' and tourists' fears of being on the streets of the neighborhood, and an adverse impact on the local businesses, all of which are changes they believe have occurred since the shelter opened. These concerns are real and must be considered. While such concerns should not override the humanitarian need to provide shelter for the homeless, they do point out another reason why smaller shelters in dispersed locations are likely to be more successful and acceptable to a community. No single neighborhood should be required to bear the full burden of a shelter housing up to 1,000 people a night.

Alternate Shelter Availability

As many commenters pointed out, the facility provides shelter for many homeless individuals. Concern that these people not be without shelter was frequently raised. (See Attachment E, above.)

The D.C. Coalition for the Homeless ("Coalition") held a public hearing on July 23, 1985, on the proposed closing of the shelter. (See Attachment D, above.) Several local residents, business interests, and shelter operators participated in the hearing. The consensus of the Coalition and most of the shelter operators was that resources are available in the District Government and the private sector to provide alternate housing for the UDC shelter residents. Moreover, the Coalition has offered us a plan for the development of alternative shelter for the homeless who use the shelter. (Attachment L.)

Other shelter providers and District officials have generally stated a strong preference for finding at least four or five smaller shelters to be used as alternative housing for the UDC shelter residents. The Federal Government has held numerous discussions with them on the specifics of providing alternative shelter arrangements, but has not yet been able to reach a concrete agreement, especially because of the pendency of the CCNV lawsuit. The District of Columbia, especially, has made it very clear that while the litigation is on-going and the shelter remains open, it will not become involved in formal discussions of alternative shelter for the current users of the Second and D Streets facility, even though the Federal Government has offered to transfer the $2.7 million that had been set aside for the UDC shelter renovation to the District to help the District provide adequate shelter for the UDC shelter residents. (See Attachment J, above.) The District appears unwilling to accept any responsibility for these homeless people while there is still a chance that the courts will order the Federal Government to renovate or assume operation of the shelter.

As we have acknowledged above, we now realize that it was probably a mistake on our part to agree last November to renovate the building without including the District in these arrangements. It is the District's responsibility to provide for the health and safety of its residents, not the Federal Government's. The longer the Federal Government is involved in this issue, the less likely the District is to accept its responsibility.

The Coalition has advised us that it is willing to act as a broker in developing alternate housing plans, and believes this process can be accomplished within 1-2 weeks if necessary, with the implementation of the alternative shelter contingency plan also accomplished expeditiously. (See Attachment L, above.) The Task Force believes that the Federal Government should consider committing the $2.7 million that had been set aside for the renovation of the Second and D Streets shelter to be used for capital expenditures for the alternative shelters to be developed under the Coalition plan.

Availability of Other Providers to Operate the Facility

The Task Force believes that the situation with CCNV as operator of the facility has deteriorated to the point where it probably is not possible to salvage it. If the decision is made to keep the shelter open, another operator for the shelter will have to found. The Task Force failed in earlier efforts to locate an alternative shelter operator for the facility. One local provider, the Third Street Church of God, offered in its comments to operate a shelter in the building and provided specific objectives for shelter operation to be met. One individual also offered to administer the facility. Neither of these potential providers has any experience or demonstrated capacity for running a shelter the size of the UDC facility, nor, most importantly, has either indicated its willingness to provide operating funds for the shelter. Nor have D.C. officials given us any indication that they would be willing to become involved in the shelter's operation if another provider operates it. (Attachment M includes copies of these comments, as well as a cross-section of other comments received.)

Time Considerations

Several time-related factors must be considered by the Department. In the first instance, the $2.7 million identified and earmarked for the renovations and repairs will lapse if unobligated by the end of FY 1985. Secondly, winter weather is oncoming, if not yet imminent, and GSA has indicated that its proposed renovations cannot be effected in time for winter use of the building. (See "Structural and Operating Conditions in the Shelter," above.) Thirdly, it is clear that some lead time is needed for implementation of alternative shelter plans, whether with D.C. or with, for example, the Coalition for the Homeless.

Consideration must then be given to the immediate initiation of whatever repairs (especially to the heating system) GSA can make, if the repairs and renovations are to proceed. Similarly, if the HHS decision is to close the shelter, then we must consider whether we will set a date certain for that closing, and, if so, what that date will be. The Task Force recommends that if the decision is to close the building, then one to three weeks will be required in order to facilitate the coordination of the closing of the shelter with the identification and provision of alternative shelter for the UDC shelter homeless individuals, while being within the period during which the $2.7 million is available for obligation and the weather is still warm. Finally, we should be aware that every additional day the shelter remains open as it currently is, increases the health and safety hazards to those who use, and volunteer, in it.

IV. OPTIONS

We have identified the following five options as possible courses of action for the Department at this time:

A. Leave the shelter open in its present condition.

B. Leave the shelter open and renovate it in accordance with the GSA plans.

C. Leave the shelter open and renovate it in accordance with some more elaborate plan (e.g., the Levenson plan).

D. Close the shelter immediately.

E. Close the shelter effective on some date in the near future to permit the residents to locate alternative shelter arrangements.

The reasons for and against of each of these options will be discussed below.

A. Leave the shelter open in its present condition.

Reasons for:

No advantages are readily apparent to this option.

Reasons against:

1. Even CCNV admits that the building is in extremely deteriorated condition and is unfit for habitation in its present condition. Public Health Service inspectors have determined that habitation in the building in its present condition poses a serious health risk for its inhabitants.

2. The continued operation of the shelter will encourage continued delays by responsible individuals and officials in locating suitable alternative shelter arrangements.

B. Leave the shelter open and renovate it in accordance with the GSA plan.

Reasons for:

1. Would fulfill the original commitment to accomplish the seven items of repair and renovation.

2. Would provide a more humane and healthful shelter arrangement than currently provided in the building.

3. Can be accomplished with funds that are now available.

Reasons against:

1. The primary disadvantage to renovating and keeping the shelter open is the absence of any support whatsoever from the local government for a shelter to be operated in that building.

2. Without the support of local authorities, there is no assurance or even likelihood that appropriate health, mental health, employment, and other social services would be provided to residents of the shelter.

3. Even CCNV has refused to discuss with the government the possibility of operating the shelter with those renovations.

4. No responsible entity has indicated a willingness to operate the shelter as so renovated.

5. In the opinion of local authorities, professionals in the field of housing the homeless, and many other responsible shelter operators, a shelter of the size contemplated by these renovation plans is unwise and inhumane.

6. From the comments we have received from the public regarding this issue, it is clear that there is considerable opposition to the operation of this shelter in that neighborhood.

(While local community opposition should not override the humanitarian need to provide shelter to homeless persons, it is appropriate to consider whether any one neighborhood should be burdened with the operation of a shelter of this size.)

7. Existing operating conditions at the shelter make clear that without the support of the local community and the presence of an effective provider, the UDC shelter will continue to be an unacceptable and non-viable operation, whether capital improvements are made or not.

8. The substantial contribution of federal funds to the renovation and upkeep of a shelter in the District of Columbia may establish a precedent for such a financial commitment elsewhere in the country. In no other locality has the Federal Government proceeded to support the operation of a shelter without the support of the local community. Nor has it been necessary in any other locality to provide this level of financial support to enable excess federal property to be used for homeless shelters. To create such a precedent would likely result in the demand for substantial amounts of federal funds that are simply not available and are not likely to be made available.

C. Leave the shelter open and renovate in accordance with the Levenson plan.

Reasons for:

1. Resolves the dispute with CCNV.

2. Would maintain the existence of this shelter capacity in the District of Columbia.

Reasons against:

In addition to all the reasons against Option B, above, this option has the following disadvantage:

1. According to GSA estimates, these renovations would require the expenditure of approximately $10 million. No funds are available in that amount for this purpose.

D. Close the shelter immediately. 7/

Reasons for:

1. The building is currently unfit for habitation as a shelter for health and safety reasons.

2. The District of Columbia has clearly indicated that it will not support or cooperate in any way with the operation of a shelter in the building.

3. The current operators of the shelter have indicated that they will not cooperate in renovation of the shelter in the extent possible with available funds.

4. No other qualified entity appears able to operate a shelter in the building.

5. Other relevant parties, principally the District of Columbia, have indicated that they will not take steps to provide alternative shelters until a decision is made to close the shelter.

6. Such alternative shelter arrangements must be made before the onset of cold weather.

Reasons against:

1. The building is currently providing temporary shelter for an estimated 500-700 persons. It will take time to make alternative shelter arrangements through the D.C. Government and other private shelter operators.

2. The government has no immediate need for the building.

E. Close the shelter effective on some date in the near future to permit the residents to locate alternative shelter arrangements.

Reasons for:

The reasons for closing the shelter are listed under Option D,

---

7/ This assumes that no pending court order enjoins the closing of the shelter.

above. The reasons for delaying the closing date for a short period are:

1. D.C. Government officials have indicated to us some willingness to discuss alternative shelter arrangements once the litigation is resolved and a decision is made to close the shelter. It would take an estimated one to three weeks to complete those discussions and make the appropriate financial arrangements with D.C.
2. Other private shelter operators have provided us with information on plans for and availability of alternative shelter arrangements. As with D.C., it would take one to three weeks to work out the necessary arrangements with these providers.
3. For humanitarian reasons, occupants of the shelter should be given some reasonable notice of the closing date so that they will have time to consider and plan for a move to alternative sites once they are located.

Reasons against:

1. Every additional day that the shelter remains open, its occupants are exposed to significant health and safety risks.

RECOMMENDATION

The plight of the homeless in the District of Columbia and the rest of the nation cannot be ignored. The Federal Task Force on the Homeless has worked toward, and in large part has succeeded in, bringing available Federal resources to bear on meeting their needs. But it now appears that our efforts to achieve that goal in the District of Columbia through use of the building at 425 Second Street, N.W., cannot succeed. The reasons for that failure are many, but three problems, which appear to be insuperable, in our opinion are the main causes of the breakdown.

First, the Federal Government proceeded, or at least continued, in this effort without the cooperation or involvement of the local government. There is no possibility that a shelter operation, especially one on the scale of that contemplated in this building, could be operated safely, humanely, or effectively without the involvement and operational support of local authorities. The D.C. Government's unwillingness to become involved with CCNV and this shelter probably doomed this project from the start.

Second, the shelter is too large. Local officials and most shelter experts have advised us that such large shelters are inherently unworkable and result in the mere warehousing of the homeless. Moreover, to subject a single neighborhood to the influx of up to 1,000 homeless individuals, many of whom have mental and emotional problems, is to invite conflict with and lack of support from the the local community.

Third, while we have made extraordinary efforts to find funds to support this project, the amount of funds that can legally and reasonably be made available for this purpose are extremely limited. It seems clear that the amount of funds that is available will not provide renovations for the building on anywhere near the scale that is being demanded by CCNV.

There are other reasons why it does not appear to be either rational or advisable for the Department to continue its efforts to make the building available as a shelter. These include the intractability of the organization (CCNV) with which we have attempted to work for the past 19 months, the strong opposition of the D.C. Government and the affected neighborhood, and the seriously deteriorated condition of the building.

We must recognize, however, that the occupants of the shelter have come to expect it to be available at least as a temporary residence. Any final decision on whether to close the building must take into account the concerns of these people. Clearly, it cannot be the responsibility of the Federal Government to provide permanent shelter accommodations for the homeless of every locality. However, given our previous direct involvement in this project (however mistaken that may have been), we should make extraordinary efforts to attempt to facilitate the provision of shelter to the current occupants of the building.

Although both the District of Columbia and local area providers have indicated the availability of additional shelter capacity (especially if additional funds can be made available), it seems clear to us that, for whatever reasons, they will not bring those plans into the open prior to a final decision to close the UDC shelter. Absent such a decision, this issue has the prospect of remaining unresolved well into the cold weather, with the continued operation of a facility wholly unacceptable for its present use by any humane standards.

Therefore, for all of the above reasons, we recommend that the Department abandon its efforts to renovate the shelter, but that the effective date of the shelter's closing be delayed until August 31, 1985, in order to permit the Task Force to exhaust all reasonable efforts to make alternative shelter arrangements. Immediately upon the announcement of that decision, the Task Force should be authorized to continue work with the D.C. Government and local shelter providers to finalize plans that have been discussed to identify, make ready for occupancy, and equip a number of smaller shelters in various locations in the city. The funds previously identified for use on renovation of the building should be deobligated from GSA and made available for the awarding of grants, contracts, and direct assistance toward the accomplishment of that goal.

VI. DECISION

Future of the Shelter

A. Leave the shelter open in its present condition.

Yes ______

No ______

B. Leave the shelter open and renovate it in accordance with the GSA plans.

Yes ______

No ______

C. Leave the shelter open and renovate it in accordance with some more elaborate plans (e.g., the Levenson plan).

Yes ______

No ______

D. Close the shelter immediately.

Yes ______

No ______

E. Close the shelter on some date in the near future to permit the residents to locate alternative shelter arrangements.

Yes ✓

No ______

Suggested Date: 8/31/5.

Funding Option

If the shelter is closed, should we offer to transfer the available funds to the District Government or shelter providers to assist them in coping with the shelter's residents?

Yes ✓

No ______

7/31/6

REACH OUT TO JESUS FAMILY CHAPEL
P.O. Box 18007, K.A.F.B.
Albuquerque, N.M. 87185
505-265-1783
DON D. GOTTINO, DIRECTOR

MATH 25 31-46
M.A.R.K. [redacted] 10 14-16

TO: RESPONSIBLE PARTIES
FROM: PASTOR DON D. GOTTINO
SUBJECT: CCNV SHELTER

To whom it may concern,

In June of this year I visited Wash DC and had opportunity to visit the CCNV shelter. My visit included research on the state of homelessness. I operate a shelter in Albuquerque N.M. I am a former homeless person, have spent time in a few jails and am now an ordained minister. Our ministry concerns solving the problems of homelessness, the prisons and other projects. My work history and education is in business, marketing and social work. I have held management positions in those fields which includes being a Senior Resident Counselor of a correctional facility and a Senior Resident Supervisor of Colorado's largest institution for the mentally and physically incapacitated.

I stayed at the CCNV shelter and visited the shelter periodically during my three week stay in Washington DC. I also stayed at the Gospel Mission. In addition, I did research on the streets which included sleeping on a warm air grate with the homeless next to the Dept. of Justice Bldg. I stayed with a Washington Atty who is a member of the Center for Law and Religious Freedom. The main reason for my visit was separate from this research, but after observing the state of affairs concerning the homeless in Wash., I devoted much time to that research.

Of all the shelters I have visited or know about, the CCNV shelter is clearly the worst. The more noble traditions of responsible mission work are hardly in evidence at the facility. The place is filthy. The poor and needy at the CCNV shelter live in enviormental filth and fear of each other. The place is one of near anarchy. The staff is either sore pressed to maintain a modicum of decent order, or resigned to the fact that the residents run the place in substantive areas. There is open drinking and drug use outside and inside. Fights and altercations take place daily. There is a decided lack of trained shelter supervisors, proper internal operating procedures and management of those supervisors. The strong prey upon the weak. The young abuse the old, and the threat of verbal and physical violence is the lot of most who go there to get out of the elements.

My heart broke to see such chaos, and the conditions that my homeless friends had to live with at the shelter. The Gospel Mission by contrast was clean, orderly, had internal programs to assist the homeless, served nutritional food each day and was dedicated to providing hope and opportunity to its residents. The CCNV shelter, due to lack of supervision and responsible operating procedures was a place of dispair and fear.

No organization can reject coming under reasonable laws of providing for the health, safety and welfare of the clients it serves. The CCNV shelter is a "city within a city" without the necessary procedures and internal government to insure a reasonable degree of of safety, health and proper assistance. A shelter is not a place to wharehouse people. That does not work in prisons where we have an 80% recidivism rate, nor does it work in shelters whose goal is not to return its residents to normalacy. The CCNV shelter wharehouses people. We have a moral duty to break the vicious cycle and prison of the streets, and provide open doors up and out of that misery. Millions of dollars will not do that if the basic purpose of a shelter is directed elsewhere.

This nation, its people and its elected officials should never lose its mercy and compassion for its social and spiritual casualties. Most of them can make it back into the mainstream of society with proper assistance. There are adequate resources and people to do the job. The church is not without its responsibility. It cannot abdicate its responsibility to governments, and be in line with its commission.

I have yet to see a responsible shelter that provides food for its residents out of garbage dumpsters. A "mission" is not a political institution, nor is it a workshop for Social engineers. For any shelter to look to the Federal Government as its source of ligitimacy is to deny that individual people should assume that responsiblity first. Cooperative endeavors of the public and private sectors are not inherently wrong. However, competancy is a must for both parties. The various governments should enhance responsible efforts of the private sector. The private sector shelter provider must complete its calling and mission to the homeless it serves on a daily basis. This is not the case at the CCNV shelter. I was in full support of the opening of that shelter. I had high hopes that my homeless brothers and sisters would truly benefit.

Without a radical change of purpose, addition of realistic internal program work, proper supervision to keep order and decency, hiring of professional and experienced staff etc., I cannot personally support the continued existance of the CCNV shelter.

Sincerely yours,

Don D. Gottino

Pastor Don D. Gottino

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF HUMAN SERVICES
WASHINGTON D C 20002

IN REPLY REFER TO

Briefing Paper for Mr. Lawrence Guyot, Private Citizen
for meeting with Ms. Madeline Petty, Director,
D.C. Department of Housing & Community Development

INTRODUCTION

Critical to this discussion is a clear understanding that the District of Columbia is facing a housing crisis and that the net effect of this crisis is hundreds of homeless families either living in emergency shelter, in overcrowded multiple living situations or moving to Prince George's County. Failure to respond to this situation will have grave consequence on the political and residential profile of the District.

In an effort to be very clear, we will state the problem as directly as possible. Failure to develop a comprehensive housing program which specifically addresses the housing needs of low income and poor residents will result in the mass exodus of poor, largely black voters into the surrounding jurisdictions causing a critical shift in the voting in the District or an even larger number of families becoming homeless and residing in shelters as an alternate form of public housing.

HISTORY

I have as active community resident, waited and watch for some signs from the Department of Housing that it fully understands that hundreds, even thousands of families are leaving the District of Columbia due to the lack of affordable housing. What was once a crisis for the very poor has now become a crisis for low income and low-moderate income families and individuals.

It is reported by Mr. James Banks from the Washington Board of Realtors that there is approximately 23,000 vacant units of housing now boarded up in the District. In addition, there are some 1,400 units of vacant public housing in need of repair.

There is approximately 10,000 persons on the public housing waiting list and this number is growing daily. The Department of Human Services through the Office of Emergency Shelter and Support Services is currently housing approximately 100 families containing more than 300 individuals largely due to the inability of these families to access commercial housing.

If we factor in the demise of the current rent control and the failure of government to come up with a workable rent subsidy program, we will surely see additional families forced into the homeless category. In recent months we are seeing a number of buildings being closed for housing code violations. These closing additionally add to the demand for affordable housing in the District of Columbia.

It is in this light that I employ you as Director of the Department of Housing and Community Development to develop and present to the Mayor, City Council, and the citizens of the District a comprehensive plan which speaks to how poor and low income persons are to be housed in the District of Columbia.

RECOMMENDATIONS

As I see this situation, I have at least two problems which must be addressed immediately. They are discussed with some recommendations below:

Problem 1: The Role of the Department of Housing and Community in the current homeless crisis. While the Office of Emergency Shelter and Support Services has the responsibility for the lead on this issue; I know that active involvement on the part of the Housing Department is a must in order to resolve this issue.

To begin this process I have the following recommendations.

- That 100 public housing units be commited to the Office of Emergency Shelter & Support Services directly! That the criteria for placing families in these units be limited to the current Public Housing Criteria and demonstrated need as a result to being in shelter. The exceptions being defined by OESSS.

- The firm commitment of 1 million dollars to assist in the development of emergency shelters in the private sector.

- The firm commitment of 2 million dollars in Community Development Block Grant money for the development of Single Room Occupancy (boarding room) units.

- Identify suitable buildings in the Department's inventory or the inventory of the Redevelopment Land Agency for emergency usage as shelters. This inventory should be made available immediately to the Commission on Social Services.

- Use of program money from the Congregate Housing Program for the development of transitional shelters in cooperation with the Office of Emergency Shelter and Support Services.

- An updated plan on the completion of all public housing repairs and a system for intregrating families currently homeless into these units.

- Use of DHCD Community Development Block Grant funds to acquire and/or rehabilitate buildings as needed.

- That the Department of Housing and Community Development suspend all further evictions for non-payment by working with the Office of Emergency Shelter and Support Services and their workers assigned to DHCD to place such persons on ventor payments and paying back rents through the Emergency Assistance Program.

PROBLEM 2: Long term Housing Plan. As noted earlier, the District of Columbia is in need of a comprehensive strategy for housing low income and low-moderate income persons. Some of what I think can be done is listed below:

- Utilizing the total resources of the District government to convene a task force of private and public groups and/or individuals to develop a strategy to increase housing stock.

- Develop a district government based funding source for the creation of new public housing either a bond or through the D.C. Lottery.

- In cooperation with the economic development thrusts of this city, study the feasibility of having developers pledge to develop % of cost of major programs to develop low-income dwellings.

- Work with tenant organizations and housing advocates to create a viable homesteading program in the district.

- Work closely with tenant and housing organizations and in cooperation with the U.S. Department of Housing and Urban Development to have the District government take possession through a transfer or another vehicle of all vacant HUD properties in the District to be used by low-income large families.

- Create within the Department of Housing and Community Development a social service division for the purpose of assisting clients with socialization, rent payment, building/home management etc.

Using the creative energy of the Department of Housing and Community Development and tapping the resources of this community, I am sure we can create additional housing units for District citizens.

The Department of Housing and Community must become a full partner in the question of homelessness and must take the lead on the question of where our citizens are to live. My only concern in this matter is to see the government provide a quick and effective response to this problem. You have my full cooperation on this.

USE OF TRAILERS
FOR TEMPORARY
HOUSING

1. General popularity of trailers as residences - trailer~~s~~ parks.
2. Military use of trailers as temporary housing.
3. Federal Emergency Management Agency use of trailers to house disaster victims for up to 1 year.
4. Use of trailers to house the homeless in Washington, D.C. (Georgetown) during the winter of 1984.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
EXECUTIVE OFFICE OF THE MAYOR
OFFICE OF COMMUNITY SERVICES
WASHINGTON, D.C. 20004

GEORGETOWN SHELTER FOR THE HOMELESS

Meeting
March 13, 1984
Mayor's Conference Room
12:00 - 2:00 p.m.

AGENDA

1. Remarks . . . . Mayor Marion Barry, Jr.
2. Purposes of the Final Report . . . . Jim Zeis
3. Suggestions for Changes to Draft Report
    ___ Introduction
    ___ History
    ___ Operational Policies
    ___ Measures of Success
    ___ Shortcomings
    ___ Costs
    ___ Lessons for the Future
4. Timetable for Producing Final Report

    Suggestion: Any additional comments beyond those raised at this meeting should be received by 4/20. Final Draft to be circulated 4/24. Released 4/27.
5. Printing/Reproduction/Circulation

SEP 11 1985

NOTE: D.C. contact Jim Zeis indicates report never finalized. He can be reached at 727-6520.

The Georgetown Shelter for the Homeless

A REPORT TO THE COMMUNITY

Overview

On February 22, 1984, four mobile construction units were opened as a nighttime shelter for the homeless along the Georgetown waterfront. With a capacity of 50 beds, the shelter remained operational until March 31, 1984, for a total of 39 nights. The project was the result of a private-public cooperative effort by a number of individuals and groups. This report summarizes the views of the principal persons involved in the planning and operation of the shelter.

Our overall assessment of the Georgetown shelter is that the project was an overwhelming success. Although planning was constrained by the fact that the project was initiated in the middle of winter, operation of the facility for a short period of time was still, in our opinion, worth the effort. The shelter served an average of 31 persons per night, for a total of 1200 "person-nights." It operated during some for most severe weather of the season, with temperatures averaging ____ degrees below normal.

The general reaction of the homeless served was that the shelter was a pleasant and healthful place to be, particularly given its small scale. Behavioral problems and other managerial concerns were infrequent; indeed, volunteers from the Georgetown community who helped staff the shelters universally reported that it was a very positive experience.

By all accounts, the impact on the surrounding community was minimal. Despite considerable publicity at its opening, many business persons and residents remained unaware of its existence. There is no evidence that daytime activities by homeless persons (such as panhandling) was affected by the shelter, either positively or negatively.

The costs of operating the shelter averaged about $5.50 per person-night, paid for by private contributions. This cost is reasonable, we feel, although a comparative standard for such shelters is difficult to establish. Nevertheless, the use of mobile units appears to be financially prohibitive if used for an entire season or year-round, since the costs of leasing such units is high. In addition, the use of mobile units in the District for this purpose would require major changes in the building code.

This shelter was a minimal-service operation, providing a place to sleep and an evening and morning meal. Few other services were provided. How such services ought to be handled in a neighborhood shelter (particularly when a central facility is available) is still unclear. This report, however, discusses some of the services that appear to be needed.

We offer this report for several reasons. First, it records for future reference the experience of the Georgetown shelter. Second, it can serve as a discussion tool for future planning on how the homeless issue might be addressed in our neighborhood. Lastly, we offer this report to other neighborhoods in the District. It is our belief that the issues related to the homeless are, in large part, similar to those we face in Georgetown.

DRAFT

History

The idea of a shelter for the homeless in Georgetown was first posed by the Community for Creative Non-Violence in December of 1983 at meetings with the Citizens Association of Georgetown and the Georgetown Clergy Association. The notion was based on the assumption that there is a segment of the homeless population which lives in Georgetown. For whatever reasons, these persons were reluctant to travel Downtown for shelter. The estimates of the size of this population varied widely, from 15 to over 150.

Between December 1983 and the shelter's opening, a number of alternatives were considered. Existing structures, such as churches, the city's Incinerator Building, the former Wood Shop, and the __________ School were all considered. For various reasons, these structures were found unsuitable, particularly because in many cases high rehabilitation costs would have been involved.

Then, a relatively new idea was explored--the utilization of temporary structures rather than existing buildings. It was this element that captured, the attention of the media, including the national media (See Appendix 2.)

Several kinds of temporary structures were explored. One was the use of four modular barracks from the U.S. Department of Defense, an alternative which involved us in several weeks of planning. Eventually, this alternative was rejected because of the length of time needed to erect the barracks, their poor insulation, and the costs of installation.

The alternative chosen was four mobile trailers, similar to those used on construction sites. These units were each 10 feet by 60 feet in dimension, and were leased from a commercial firm. The planned capacity of the entire set-up was 50 beds. One of the four units was used as a "recreation" unit, where food was served and the residents socialized, played cards, or watched television. The other three units were used as dormitories, equipped with cots and blankets. Each trailer had three separable compartments, which added to their attractiveness and sense of intimacy.

Throughout this project, it was the scale of the operation that surfaced continuously as one of its best features. "I think they liked the intimacy of this particular shelter," said one volunteer during a debriefing session. "These small units are a tremendous help. They permit you to get to know these people."

Each unit came fully equipped with electric baseboard heating and a bathroom with a washbowl and a toilet. The plumbing apparatus permitted the use of a chemical holding tank for waste material, which was serviced periodically.

The site of the shelter was a paved lot at 33rd and Water Street, owned by the city and under a right-of-entry agreement with the Williamsburg Corporation,

> *"I think they liked the intimacy of this particular shelter. These small units are a tremendous help. They permit you to get to know these people."*
>
> Volunteer from Georgetown

which agreed to its use for the shelter. Since this lot had been previously used for an Octoberfest tent, electrical and plumbing hookups were possible. Permission to use this equipment was given by Colombia General Media Productions, Inc. An additional feature--an eight-foot chain link fence--added to the security of this site.

The shelter project was truly a cooperative one. The full list of contributors appears in Appendix 1. The principal entity for the project was the Georgetown Clergy Association, with a strong supportive role played by the Citizens Association of Georgetown. The Clergy Association was responsible for the overall operation of the shelter, recruiting volunteers, and establishing the "Good Samaritan Fund" to handle finances. The Citizens Association lent the money necessary to lease the trailers, helped in much of the logistics associated with their transfer, and made a financial contribution to their operation.

Day-to-day operations were handled by the Community for Creative Non-Violence, with the help of community volunteers. Food was made available through the "Grate Patrol," a consortium of churches in the Foggy Bottom and Georgetown neighborhoods, with a mobile unit supplied by the Salvation Army. Breakfast was contributed by ______ (bagle shop in Georgetown)

The Mayor's Office provided general assistance in coordination of the project, including support from various District agencies. Although the Advisory Neighborhood Commission was never submitted a formal plan for its approval, in was periodically informed of the project's progress. Finally, the Georgetown Business and Professional Association voted to oppose the shelter, at one of its regular meetings.

Operational Policies

As in any community, there were many concerns and apprehensions expressed in Georgetown about this project. There was some sentiment for the view, expressed by one volunteer, that "one of the factors that led to its acceptance was that it was on the Waterfront. No one sees it down there."

Actually, however, planning for a shelter took place without agreement from the beginning on its location. As one organizer put it, "When we first agreed to do this, we did not know where it was going to be. We didn't know it was going to be on the Waterfront. It was just the morally right thing to do."

Nevertheless, we were careful to establish operating policies which would help allay some of the fears of the community. With hours of operation set at

> *"One of the factors that led to its acceptance was that it was on the Waterfront. No one sees it down there."*
>
> Student Volunteer
>
> *"I disagree. You're being unfair to the citizens of Georgetown. When we first agreed to do this, we did not know where it was going to be. We didn't know it was going to be on the Waterfront. It was just the morally right thing to do."*
>
> Project Organizer

DRAFT

8:00 p.m. until 8:00 a.m., there was no daytime drop-in component. Residents of the shelter were permitted entry throughout the night and could occupy the recreation unit for nourishment and socializing.

It was our aim to have a staff member awake and on-duty in each of the four units during all operating hours. It is estimated that we achieved this goal _____ percent of the time. In order to enhance fire safety, smoking was not permitted in the dormitory units, and the doors to the units were kept unlocked. In addition, since cooking (with the exception of brewing coffee) was handled elsewhere, potential safety problems in this area were avoided. Drugs and liquor were not permitted in the shelter.

One concern often expressed by neighborhood residents was that the existence of an attractive shelter would bring homeless people from throughout the District into the Georgetown neighborhood. For that reason, we established a general policy that this shelter was to serve a limited geographical area. In effect, that area included both Foggy Bottom and Georgetown. On several occasions, staff traveled throughout these neighborhoods informing the homeless of the existence of the shelter.

Ultimately, of course, it would be a contradiction to impose a "residency requirement" on those who have no residence. No hard and fast rules can be applied for maintaining the neighborhood character of a shelter such as this. But management of the shelter can be sensibly handled to reflect the neighborhood orientation, and we feel that we achieved this in the case of the Georgetown shelter.

Measures of Success

The shelter served some 1200 people, or "person-nights." An estimated ____ percent of the residents on given night were estimated to be "regulars" while the remainder came to the shelter for the first time. The lowest number served on per night was 6, the highest number was 42. The average number per night was 31. The totals per night are given in the chart on the following page.

During the period of operation, the District suffered some severe weather. Average temperatures were ____

____

____

____

While colder temperatures during the period increased use of the shelter,

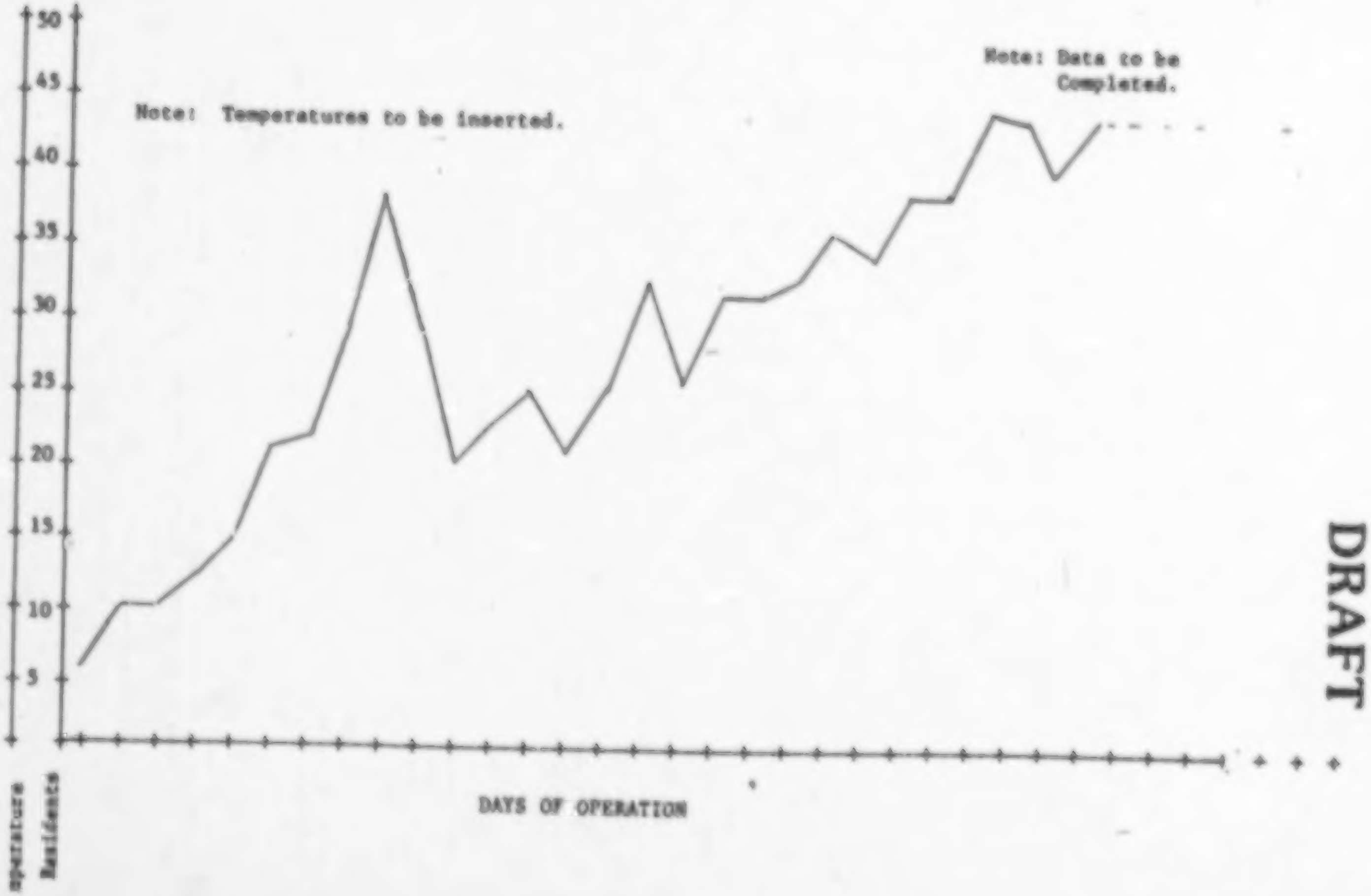
____

____

____

With the exception of one woman, all the persons served were men. (The layout of the trailers permitted use of one compartment for this female resident.) Interestingly, 3-5 persons arrived at the shelter each night for food, but refused to stay there overnight, confirming how difficult it is to convince

DRAFT


Note: Temperatures to be inserted.
Note: Data to be Completed.
50
45
40
35
30
25
20
15
10
5
mperature
Residents
DAYS OF OPERATION

some homeless persons to come in to a shelter.

About half of the residents of the shelter were Black, and many were in their 20's and 30's. A few were much older, some in their 60's. But our view is that categorizing homeless people is not easily done. Clearly some of the residents suffered from alchoholism. Others appeared to be mentally unable to cope with the pressures of modern life. Particularly striking was the fact that many residents appear to have come from middle-class backgrounds, were well-educated, and were at one time, perhaps, prosperous. They were well-read, articulate and engaging. It became clear that many had experienced some trauma in their background--families that fell apart, loss of loved ones, shell-shock from the Vietnam War, or unemployment.

On the whole, however, we have no reason to believe that the residents of the Georgetown shelter were any different than the homeless throughout the city. One possible exception is that the proportion of whites served in our shelter was higher than the proportion served in other shelters.

In several instances, this project was able to provide additional services besides shelter and nutrition. Two persons got jobs as a result of counseling provided at the shelter, and ____ persons were assisted in filing for benefits. In general, however, such services were not emphasized at the Georgetown shelter for two reasons. First, we did not want to duplicate services provided Downtown. Second, the length of time of the shelter's operation did not permit us to set up service delivery programs in a meaningful way.

Another measure of the project's success was its impact on the surrounding community. There were few adverse incidents that even deserve attention. As one Georgetown restaurateur put it, "To me, fifty people going in and out of a building in the course of an evening is no activity at all. Restaurants in Georgetown get more activity than that in the course of an hour. And, by the way, restaurant patrons are more noisy and bothersome to Georgetown residents than these people will ever be."

One volunteer did call the police on one occasion because of boisterous behavior. At another point, the police came to locate someone thought to have committed a crime. Two incidents occured when the shelter was closed. In one case, someone tried to pry open one of the shelter's doors. Several windows were also broken and the water was left running. Damage, however, was minor.

These incidents cannot be judged as major, however. A Second District Police Department representative has confirmed our view that the existence of the shelter led to no difficultise in that section of Georgetown. Panhandling, thought by some to be a major problem associated with the homeless,

"To me, fifty people going in and out of a building in the course of an evening is no activity at all. Restaurants in Georgetown get more activity than that in the course of an hour. And, by the way, restaurant patrons are more noisy and bothersome to Georgetown residents than these people will ever be."

Georgetown Restaurateur

DRAFT

appears not to have been affected one way or the other by the shelter's presence.

After the shelter was closed, we visited ____ businesspeople in the Georgetown area, speaking either to managers or owners. In a large percentage of the cases (percent) we found them simply unaware that the shelter had operated in Georgetown. In a vast majority of the cases where businesspersons were aware of the shelter, they indicated that its existence made no discernable difference on the "homelessness" problem.

We would be remiss, however, if we concluded that this indicated support for the concept of the shelter. According to one long-time manager of a Georgetown establishment, the smooth operation of the shelter was unconvincing. "No, the problem didn't get better or worse while the shelter was open," he said. "But I still don't like the idea of it being there. It establishes Georgetown as the location for the street people to be."

Lastly, we would note that the mobile units were returned to the dealer in excellent condition, aside from the few problems noted. Because they were in such shape upon arrival, and because their paneled walls and tiled floors lent themselves to easy maintenance, we were able to provide a pleasant and clean atmosphere. In our opinion, the lesson in this instance is this: if a facility is chosen which is clean and inviting at its opening (and relatively easy to maintain,) it is unlikely to be run-down and dilapidated at its closing.

Shortcomings

Although our overall view is that this project was successful, there are some areas that clearly needed improvement. We think they are:

1) the need for showers;
2) the need for better food handling;
3) a better "service package;"
4) more responsibilities assumed by the residents.

At the outset, we recognized the need for showers. But given the short time period of operation, no way could be found to handle this need at a reasonable cost. We now view showers as a necessary component for a shelter. As one volunteer put it, "Yes, that was one bad thing about the shelter. Hot showers are a necessity. It's miserable not to have a shower." Another volunteer said, "I agree. There are problems in trying to find a job if you can't take a shower.

> *"No, the problem didn't get better or worse while the shelter was open. But I still don't like the idea of it being there. It establishes Georgetown as the location for the street people to be.*
>
> Manager, Georgetown Restaurant

DRAFT

Showers would have provided more than comfort for the individual resident. They would have made the overall environment even more hygienic and pleasant for everyone involved. Some homeless persons, it should be noted, contract lice when living on the street, and showers must be provided to address this problem.

Our second shortcoming developed over time, rather than resulted from bad planning. This involved the distribution of food. Our experience was the the mobile unit set-up was inadequate for the task because it included many street sites among its stops. Quality control of the food was also deficient; sometimes the food was substantial and sometimes it was inadequate. Although food need not be prepared on the premises for the successful operation of a shelter, in the words of one volunteer, "...food has to be an integral part of the shelter, not just a part of another program."

With respect to other services provided at the shelter, more thought must go into which of these services should be a part of a neighborhood shelter. We provided clothes where needed, especially socks and shoes which are a special need for those living in the streets. But how to handle job-seeking services is a real challenge. Typing resumes and job-application materials for residents surfaced as a service that should be available to those that can use it. Another essential service for the employable is a day-time message service which would help job seekers receive calls from potential employers.

Lastly, we think a shortcoming in the operation of the Georgetown shelter was that more responsibility should have been given to the residents themselves. A shelter should not inadvertently contribute to a dependency relationship between the staff and the residents. With the greater passage of time, we could have held residents more responsible for their own sleeping areas--particularly those that came to the shelter regularly. Residents might also be expected to help with other services.

Costs

It is not easy to establish a definitive figure for the costs of the Georgetown shelter. One must bear in mind, for example, that without volunteers from the Georgetown community, staffing the shelter would have been expensive. Our feeling is that we only scrathed the surface in eliciting volunteer help. As one person put it, "There are a lot of people in Georgetown who would be glad to volunteer. They are not always aware of everything that is going on. This is a little village in the national capital and we should be proud of where we live."

> *"Yes, that was one bad thing about the shelter. Hot showers are a necessity. It's miserable not to have a shower."*
>
> Georgetown Volunteer
>
> *"I agree. There are problems in trying to find a job if you can't take a shower."*
>
> Georgetown Volunteer

DRAFT

Such sentiments might have been spread to other areas where in-kind contributions would have reduced costs further. As it happened, we did get many such contributions from organizations and agencies. The only sensible way to calculate costs is to itemize those expenses which required cash outlays. They appear in the following table:

INCOME AND EXPENSES
FOR THE GEORGETOWN SHELTER PROJECT
As of __/__/__

	Amount
Income	
Contributions to the Good Samaritan Fund	$, .
Expenses	
Lease, mobile units (including installation)	$ 4,085.00
Liability insurance	750.00
Portable sewage service	.
Utilities (electric)	.
Telephone	
Installation	.
Service	.
Electrical cable (purchase price: $2200; resale price: $)	.
Total	$.
Balance on hand as of ___/___/___	$.

(Incomplete)

Using these figures for expenses, the cost-per-person night comes out to approximately $5.50. Had the shelter remained open longer, the initial costs would have been spread out further to bring this average down. However, two reservations to this should be noted. First, because many of our initial costs were in-kind contributions, the project should probably be examined more closely in terms of its ongoing items--such as leasing the units and servicing the waste materials. Compared to rent for an existing structure, these costs may make temporary structures economically infeasible. Secondly, had the shelter been open longer during warmer months, usage might have dropped off, adding to the average cost of serving its residents.

In the end, of course, any shelter project must be considered for its own unique features, including the costs of equipping it at the beginning and maintaining it over time. Within a reasonable margin of error, we were able to keep the costs of the shelter near those we projected.

> *"There are a lot of people in Georgetown who would be glad to volunteer. They are not always aware of everything that is going on. This is a little village in the national capital and we should be proud of where we live."*
>
> Georgetown Volunteer

DRAFT

Lessons for the Future

Our experience in organizing the Georgetown shelter was a valuable one. From it we gained some lessons which we offer to those interested in the idea of a neighborhood-oriented facility.

Lesson One: Plan early.

When planning takes place during the cold months, there is considerable pressure to open a shelter. Time is unavailable to pursue alternatives, and to cost them out. The time to plan a shelter, in our opinion, is early, rather than later.

Lesson Two: Keep shelters at a small scale.

Volunteers, residents, and neighbors alike appreciate shelters which are small in scale. They permit volunteers and residents to get to know each other, which contributes to the overall managability of the shelter. Negative neighborhood impacts are also avoided. In our view, the presence of a larger, central facility in the Downtown area enhanced our ability to effectively run a neighborhood-oriented shelter in Georgetown.

Lesson Three: Rely on permanent rather than temporary structures.

While there are many features of temporary units which make them ideal for this purpose, attention should be geared toward permanent structures. The on-going cost of mobile units would be prohibitive. Since we located these units on private land, a "certificate-of-occupancy" under D.C. law was not required. But there is not currently any provision in the law for mobile units to be used as residences under normal circumstances. Thus, without legislative changes, existing structures are the only alternative in the city's neighborhoods.

Lesson Four: Establish a comprehensive information and community acceptance process.

Despite its short-term risks, a policy of widely informing the community of plans to open a shelter remains the only proper one. In Georgetown, we were straightforward in our planning, and adhered to the conditions under which we established the shelter. Unfortunately, time did not permit even more information to the community, including a presentation to the Advisory Neighborhood Commission with the specifics of our plan. Yet, we are convinced that dealing openly with the community lays the best foundation for a successful shelter operation.

"There is some evidence that our example encouraged the opening of a shelter for the homeless in Northern Virginia.... Perhaps that is the best lesson--that we can learn from each other."

DRAFT

LESSON FIVE: DEVELOP A PLAN FOR THE COMMUNITY OPERATION OF THE SHELTER.

In the case of the Georgetown shelter, we relied heavily on the expertise of the Community for Creative Non-Violence in both the planning and operation stages. Their contribution to the shelter was invaluable and essential to its success. Over the long-run, however, we believe residents of a neighborhood should be primarily responsible for day-to-day operations of a shelter. Important linkages can develop between volunteers and homeless persons that can lead to better job-seeking services and assistance in addressing other needs.

LESSON SIX: A DECENT SHELTER IS MORE MANAGEABLE, COSTS LESS IN THE LONG RUN, AND CREATES A POSITIVE HUMAN ATMOSPHERE

We were fortunate, we think, in arriving at an alternative that was positive from many points of view. Some might feel that a decent shelter only exacerbates the problem of homelessness. We are convinced that the opposite is true. The Georgetown shelter was not plush, by any means. But it was a clean, safe, and pleasant place to be. In the long run, such a shelter keeps costs down and creates the environment necessary for positive change in the lives of those who are homeless.

Thursday, February 23, 1984

Mayor Opens D.C. Shelter In Georgetown

By Linda duBuclet
Washington Post Staff Writer

A 50-bed shelter for the homeless opened yesterday on a city-owned lot at Wisconsin Avenue and K Street NW in Georgetown with Mayor Marion Barry on hand for the ceremony.

The shelter facilities are in four aluminum construction trailers, with wood-paneled walls, linoleum floors and toilet facilities.

Proposed four months ago by Mitch Snyder, spokesman for the Community for Creative Non-Violence, the Georgetown shelter came about through the efforts of clergymen, the business community and individual citizens.

"We're all in this together working for the homeless," Barry said to a group of about 40 as he stood in front of one of the trailers. He was flanked by the Rev. William E. Wegener, pastor of the Georgetown Lutheran Church and president of the Georgetown Clergy Association that set up a fund to lease the trailers; Thomas Parrott of the Citizens Association of Georgetown, which made financial contributions; Jim Zais, Ward 2 coordinator in the Mayor's Office of Community Services, the project coordinator, and Snyder, whose organization will staff the shelter.

Snyder said he had been promised modular housing units by the Department of Defense, but had to scrap those plans when it was determined that the cost of erecting the units was in the $60,000 range.

"To the best of our knowledge, this is the only community that has opened up a shelter with no existing building," said Snyder. The shelter, which will cost $6,400 to operate for the next 40 days, will be open nightly from 8 p.m. until 8 a.m. Volunteers will serve sandwiches at an evening meal, and a light breakfast.

Snyder said he was not surprised by the positive response of the Georgetown community to the project. "It's important for Georgetown to make a different kind of statement and not use power and wealth to chase people away," he said.

There is a core of 50 to 100 homeless people who call the streets of Georgetown home, according to Snyder. Volunteers search out the favorite resting places of the homeless and persuade them to accept a warm, clean place to sleep and a meal, he said.

One volunteer, James (Jamie) McCourt, 51, will not have much trouble finding the haunts of the homeless: until three months ago, when a friend took him in after a heart attack, McCourt was himself one of Georgetown's homeless, he told a reporter.

McCourt is confident he can bring the homeless to shelter. "People who have been on the street are sensitive to the needs of street people," he declared. Of the new shelter, McCourt said: "I think this is really great; it's something else."

UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF COLUMBIA

ROBERT ROBBINS, et al.,
Plaintiffs,

v.

RONALD REAGAN, et al.,
Defendants.

Civil Action No. 85-1963

FILED
AUG 19 1985
JAMES F. DAVEY, Clerk

APPEARANCES

For Plaintiffs: S. William Livingston, Jr., Peter J. Nickles, Laird Hart, and Charles G. Geyh of Covington & Burling, Washington, D.C. Florence Wagman Roisman of Roisman, Reno & Cavanaugh, Washington, D.C. Also on brief: Frank Molony and Suzanne Hutchings, Law Student Interns.

For Defendants: Edith S. Marshall, Assistant United States Attorney, Washington, D.C. Also on brief: Joseph E. diGenova, United States Attorney, Royce C. Lamberth, Assistant United States Attorney, and Ellen Dickstein Kominers, Office of the General Counsel, United States Department of Health and Human Services, Washington, D.C. Also appearing on behalf of defendants: Mark E. Nagle and John Bates, Assistant United States Attorneys, Darrel J. Grinstead, Office of General Counsel, Department of Health and Human Services, Washington, D.C.

Amici Curiae: As appointed by this Court, Michael S. Helfer and Charles E. Davidow of Wilmer, Cutler & Pickering, Washington, D.C., appeared up until the Court's remand to the agency for a reasoned analysis of its decision.

UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF COLUMBIA

ROBERT ROBBINS, et al., Plaintiffs, v. RONALD REAGAN, et al., Defendants.	)	Civil Action No. 85-1963

FILED
AUG 19 1985
JAMES F. DAVEY, Clerk

ORDER

In accordance with the Court's Opinion of even date herewith, and for the reasons and analysis therein set forth, it is, by the Court, this 19th day of August, 1985,

ORDERED that plaintiffs' motion for partial summay judgment be, and the same hereby is, denied; and it is

FURTHER ORDERED that defendants' motion to dismiss be, and the same hereby is, granted as to counts three, four, five, six, and eight; and it is

FURTHER ORDERED that defendants' motion for summary judgment be, and the same hereby is, granted as to counts one, two, seven, nine, and ten; and it is

FURTHER ORDERED that this case shall stand dismissed from the dockets of this Court, without costs to either party, but the parties may make a written application to the Clerk of Court, by way of a pleading and not a letter, within thirty (30) days from the date hereof to reopen or for the appointment of a Special Master, if the defendants herein do not act with dispatch in coming up with reasonable alternatives so as to meet the entire needs of each and every resident of the shelter at Second and D Streets, N.W., Washington, D.C.; and it is

FURTHER ORDERED that the defendants may reclaim the shelter and begin the process of transferring its residents to other suitable facilities in the Washington, D.C., area as soon as feasible, but only after devising appropriate interim and long range plans to eliminate homelessness in the Nation's Capital, and to provide humane solutions for these needy and in all too many instances helpless human beings.

Charles R. Richey

CHARLES R. RICHEY
UNITED STATES DISTRICT JUDGE

OPINION OF THE HONORABLE CHARLES R. RICHEY
UNITED STATES DISTRICT JUDGE

INTRODUCTION

This case, which is before the Court on defendants' motion to dismiss or, in the alternative, for summary judgment, and on plaintiffs' motion for partial summary judgment, presents the issue of when the government may change its announced course of action based on somewhat changed circumstances. For the reasons stated herein, the Court grants defendants' motion, and enters judgment for defendants in this case.

The case concerns the future of a federally-owned building which is operated by some of the plaintiffs as a shelter for homeless persons. For various reasons, the government has now decided to close this shelter, despite a statement made last November by Secretary Heckler of the Department of Health and Human Services ("HHS") that the government would perform certain renovations on the building. The primary legal battleground for this dispute is found in the Administrative Procedure Act ("APA"), and the cases decided thereunder. As applied to the situation before the Court, that Act provides a narrow standard of judicial review. The government's decision in this case is based on a thoroughly reasoned analysis, and, most importantly, provides for the expenditure of up to $2.7 million to assist in the relocatation of the shelter residents. For this reason, it cannot be said that the federal government has callously "turned its back" on the residents. As noted, the Court upholds the decision, which was made on July 31, 1985, after the Court remanded the case to HHS for further proceedings.

Notwithstanding the foregoing, within 30 days only the Court will entertain written applications to the Clerk, by way of a pleading, for the appointment of a Special Master for the purpose of ensuring that the federal government assists in locating proper health care and shelter providers and does what it has now promised, (as a result of this lawsuit). In this regard, the Court will use every power which it may have at its disposal in order that the residents of the Second and D Street, N.W., building are provided in other facilities with the resources they need to live as decent human beings so that they may receive treatment for their various problems, such as alcohol and drug addiction, and other mental health problems. The Court also realizes that these people need food and assistance to care for their nutritional deficiencies.

The Court recognizes that many of these people require counselling, job training, and have a myriad of other needs. Meanwhile, the Court is confident that Mr. Snyder, Ms. Fennelly, and the other leaders of CCVN will cooperate fully in this long overdue bold and prompt action to see that the residents of the dilapidated rat and vermin-infested building are transferred to appropriate facilities with dispatch and human kindness.

This effort will require governmental leadership from top to bottom, starting at the White House, in a multitude of disciplines that are involved. But the Court expects that the captains of industry, commerce, banking, hospitals, skilled nursing homes, and other health care providers, and the medical, psychiatric, and legal professions will all be asked and urged in the strongest possible terms to find and implement a solution to this disgraceful problem. No more delay can be tolerated in the face of this human misery. Thus, the Court will be watching and waiting to see what the President of the United States and his associates in the government, as well as the leaders of the private sector, do. The Court believes it will be enough, but, if not, the Court stands ready to consider the appointment of a Special Master, who will be a nationally recognized expert in this multi-disciplinary problem.[1] As currently envisioned[2], the Special Master would report on the conduct of those with the resources and expertise to solve and eliminate this problem - not to exacerbate it through press conferences and the hurling of recriminations, all at the expense of the truly needy. Only our nation's conscience and the residents of this building, who might otherwise be on the grates and in the parks of the nation's capital, will be harmed further if a solution is not achieved.

---

[1] Anyone interested in the appointment as a Special Master should not contact the Court directly, but should only notify the Court by filing a pleading, containing the person's name, address, and qualifications, with the Clerk of the Court.

[2] If the appointment of a Master appears necessary, the Court will seek briefing from the parties concerning the nature and extent of the Court's authority in this regard.

BACKGROUND

A. The Parties.

The plaintiffs in this case include several residents of the building located at Second and D Streets, N.W., Washington, D.C., which building is now operated as a shelter for homeless persons; the Community for Creative Non-Violence ("CCNV"), an unincorporated religious association which currently operates the shelter; and Mitch Snyder and Carol Fennelly, two members and representatives of CCNV. The defendants include Ronald Reagan, the President of the United States; Donald Regan, the Chief of the White House Staff; Margaret Heckler, the Secretary of the Department of Health and Human Services ("HHS"); Harvey Vieth, Director of the HHS Office of Community Services and Chairman of the Federal Inter-Agency Task Force on Food and Shelter for the Homeless ("the Task Force"); and Dwight A. Ink, Acting Administrator of the General Services Administration ("GSA"). All of the defendants are sued in their official capacities for declaratory and injunctive relief only..

B. The Federal Government's Involvement with the Problems of The Homeless, and with the Shelter.

All of the facts material to this case are undisputed. On October 31, 1983, HHS Secretary Heckler established the Federal Inter-Agency Task Force on the Homeless. This Task Force, which includes representatives from thirteen federal departments and agencies, was designed to coordinate federal efforts toward improving the conditions of the nation's homeless persons. As noted, defendant Dr. Harvey Vieth is the Chairman of the Task Force.

In December, 1983, plaintiff Mitch Snyder wrote to defendant Vieth seeking permission for CCNV to use the vacant GSA-owned building at 425 Second Street, N.W., Washington, D.C., as an emergency shelter for the city's homeless persons. Dr. Vieth and other federal officials were receptive to Snyder's proposal, and, later that month, HHS requested that the building be assigned to that Department, HHS, for use as a shelter for the city's homeless persons. On December 23, 1983, GSA issued a license to HHS for the building to be used for that purpose until March 31, 1984.

On December 27, 1983, HHS issued a license to the District of Columbia ("D.C.") Government for the use of the building as a shelter for the homeless until March 31, 1984. The D.C. Government in turn assigned its license to CCNV to operate the shelter until March 31, 1984.

On January 15, 1984, CCNV opened the building as a shelter for the homeless. CCNV subsequently requested that they be permitted to operate the building as a shelter beyond March 31, 1984. CCNV also provided the federal government with a document prepared by architect Conrad Levenson. Levenson had, at CCNV's request, examined the building and prepared this document, which represented his estimate of the scope and cost of repairs needed to restore the somewhat deteriorated building to a basic operating level. Levenson's estimate of the costs needed for such repairs and renovation was approximately $5 million. In March, 1984, CCNV asked the federal government to perform these repairs and alterations.

Federal officials agreed that CCNV should be allowed to continue to operate the building as a shelter, and, on March 30, 1984, GSA indefintitely extended HHS's permit to use the building. This modification of the permit provided that either party, GSA or HHS, could terminate the agreement on 30 days notice. HHS then offered to extend its license to the D.C. Government, but the District refused to accept the extension. Thus, D.C.'s license to CCNV expired on March 31, 1984. Despite the absence of any license or permit for CCNV to use the building, HHS has allowed the continued operation by CCNV of the building as a shelter for the homeless.

On July 27, 1984, plaintiff Mitch Snyder wrote to President Reagan again requesting that the federal government expend approximately $5 million to renovate the shelter. By letter dated August 14, 1984, Dr. Vieth, as Director of the Task Force, responded to Mr. Snyder's request, suggesting that CCNV's concerns be directed to the District of Columbia Government. Dr. Vieth stated that the Task Force had consistently emphasized that local governments and local providers are responsible for maintenance and support services of the shelters. The federal government's role, Dr. Vieth noted, consisted of responding to local governments and groups concerning the availability of federal buildings and surplus property for homeless people.

On September 15, 1984, Mitch Snyder and other CCNV members began a fast in an effort to secure the renovation of the building by the federal government. HHS representatives subsequently negotiated with Mr. Snyder concerning the possible renovation of the building. On November 3, 1984, the 50th day of the fast, Secretary Heckler spoke to Mr. Snyder on the telephone. On November 3 and 4, 1984, Dr. Vieth and C. Maclain Haddow, Secretary Heckler's Executive Assistant, had several telephone conversations with Mr. Snyder. On November 4, 1984, Haddow and Vieth came to the CCNV house with a document describing the renovations that the federal government agreed it would perform at the building.

The document was a statement by Secretary Heckler, which began with the following language:

> President Reagan has asked me to authorize the renovation of the temporary shelter at Second and D Streets, N.W., to make it into a model physical shelter structure to house the homeless in the District of Columbia.

The statement went on to note the Task Force's fruitless negotiations with the D.C. Government in an effort to find alternative sites for the homeless people to live. Secretary Heckler again noted "that the involvement of local government is essential if local shelter programs are to succeed", and "call[ed] upon Mayor Barry to join in partnership with the Federal Government by providing social services in the District of Columbia shelter to help these fragile citizens of his city." Despite the lack of cooperation from the D.C. Government, Secretary Heckler, noting that the oncoming cold weather necessitated an immediate solution for the homeless in the shelter, included the following in the document:

> The Federal Governmet will rehabilitate the structure (at Second and D Streets, N.W.), to create a model physical shelter structure to house the homeless in the District of Columbia as long as a critical need exists, with special attention to preserving dignity of the homeless through the following:
>
> 1. Adequate locker facilities for securing personal belongings of those utilizing the shelter.
> 2. Provisions of adequate shelter space for separate men's and women's quarters.
> 3. Adequate kitchen facilities for food preparations.
> 4. Laundry room facility.
> 5. Emergency first aid station.
> 6. Consultation rooms for social service providers.
> 7. Adequate fire prevention sprinkler system.

Haddow, Vieth, and Snyder discussed the document, and eventually believed that they reached an agreement. Secretary Heckler and Mitch Snyder spoke on the telephone, and Snyder then ended his fast.

C. Events After the Heckler Statement.

Prior to and after Mr. Snyder ended his fast, federal officials discussed the proposed renovation of the building with CCNV representatives. Plaintiffs contend that the federal officials agreed to construct single-person cubicles in the building. Defendants deny that they ever agreed to this. Plaintiffs also contend that federal officials agreed that architect Conrad Levenson would perform the design work for the shelter. The federal officials also deny this agreement. As shall become clear, these disputes are not material to te resolution of the motions before the Court.

After agreeing to perform at least the seven items listed in the November 4, 1984, document, HHS proceeded to identify funds to be used to undertake the renovations. The government determined that funds were available in the Congressional appropriation for the discretionary program under the Community Services Block Grant program. Congress had appropriated approximately $30 million for the entire program, which funds were to be used nationwide for a variety of purposes. See 42 U.S.C. §§ 9901 and 9910; Pub. L. No. 98-619, 98 Stat. 3305, 3319 (1984). Of this $30 million, only $19,920,000 is designated for programs instituted under the section of the Act which is pertinent here, 42 U.S.C. § 9910(a)(2)(A). See 98 Stat. at 3319.

On December 27, 1984, Dr. Vieth wrote a letter to the National Endowment for the Arts supporting a grant application presented by the National Coalition for the Homeless on behalf of CCNV. This letter, which had been requested by the architect retained by CCNV, Conrad Levenson, stated that the grant funds would enable CCNV to develop renovation plans for the shelter.

On February 8, 1985, CCNV provided to HHS a copy of Levenson's renovation plans, which had been publicly displayed on January 31, 1984. Levenson's plans provided for extensive renovations, including the construction of individual cubicles for the shelter residents. In early March, 1985, GSA and Task Force officials met with CCNV and architect Levenson, and two of his associates, to discuss the renovation plans. These groups engaged in several communications over the next two weeks. It soon became clear that the Government was willing to complete fewer renovations than was acceptable to CCNV. On March 18, 1985, GSA determined that Levenson's plans for renovation of the shelter would cost over $10 million, which was considerably more than the federal government was willing to commit, particularly because it represented over fifty per cent of the total appropriations for such programs nationwide. GSA also determined that the cost of renovating the building in accordance with Secretary Heckler's seven-point statement would be approximately $1.55 million if the building was to be retained for one to three years, and $2.7 million if the building was to be retained for three to five years. By letter dated March 21, 1985, GSA communicated these estimates to Dr. Vieth. On May 30, 1985, the expenditure of $2.7 million was formally authorized for building repairs and improvements.

CCNV and HHS initially agreed that certain repairs would be conducted in early June, 1985. On May 15, 1985, CCNV distributed a letter to the shelter residents, alerting them that one-half of the building would be evacuated on June 1, 1985, to allow renovations. CCNV, apparently worried about unfavorable reports concerning CCNV and the shelter residents, also included in the letter a warning to shelter residents that CCNV would not tolerate any behavior "that can be used to discredit this place."

On May 21, 1985, representatives from HHS, the D.C. Government, and CCNV met to discuss arrangements for the operation and renovation of the shelter. At this meeting the federal officials made clear to CCNV that they had different plans than those prepared by Mr. Levenson. On May 31, 1985, HHS and CCNV met to further discuss the renovations. The two groups sharply disagreed as to the scope and timing of the shelter renovations.

CCNV did not see the GSA plans until June 7, 1985. In the meantime, on June 4, 1985, after CCNV relations with HHS had become somewhat hostile, Mitch Snyder wrote to President Reagan, asking that he meet with CCNV to resolve the dispute. On June 6, 1985, HHS Under Secretary Charles Baker responded, stating the government's position that CCNV should permit GSA to begin renovating the shelter on the basis of its oral descriptions of the planned renovations. On June 6, 1985, Mr. Snyder wrote to Secretary Heckler, stating that :

> by Tuesday, June 11th, we must have your architectural drawings and your assurance that the work will begin by June 15th. If you do not meet this schedule, then we must insist that you promptly arrange to take responsibility for the daily operation of the shelter.

As previously noted, the next day, June 7, 1985, GSA delivered to CCNV its plans for renovating the shelter.

On June 11, 1985, a meeting was held to discuss the GSA plans for renovating the shelter. It was clear at this meeting that the plans were not acceptable to CCNV.

The parties having arrived at loggerheads, plaintiffs on June 17, 1985, filed the original complaint in this case, seeking to compel defendants to (1) honor the November, 1984, statement, or (2), in the alternative, to assume responsibility for the operation of the shelter.

On June 21, 1985, Dr. Vieth announced that the federal government had decided to close the shelter. The stated reasons for this decision were CCNV's refusal to allow GSA to carry out the proposed renovations, HHS's inability to find an appropriate organization to operate the shelter, and the deplorable condition of the building. Plaintiffs thereafter applied for a temporary restraining order to enjoin defendants from posting notices of the future closing of the shelter. On Saturday, June 22, 1985, Judge Gesell of this Court, after a hearing on plaintiffs' application for a temporary restraining order, issued an order enjoining defendants from posting notices of the proposed shelter.

At a status conference held on July 25, 1985, this member of the Court established a schedule designed to expedite the resolution of this important case. Counsel for the plaintiffs indicated to the Court that, due to the press of other business, she would encounter difficulty in meeting that schedule. Counsel nonetheless agreed to the schedule. To ensure that the Court received the benefit of complete briefing of the issues representing both sides of this dispute, the Court, with the consent of the parties, appointed amici curiae for assistance with the legal issues.[3]

On June 26, 1985, plaintiffs filed an Amended Complaint challenging defendants' decision to close the shelter. Defendants thereafter filed the motion to dismiss or, in the alternative, for summary judgment, which was opposed by plaintiffs. On July 15, 1985, the Court held a hearing on the motion.

D. The Remand to HHS for Subsequent Proceedings, and the Agency's Final Decision.

The next day, July 16, the Court issued an order remanding this case to HHS to conduct further notice and comment proceedings concerning any action to be taken with regard to the shelter. The Court directed HHS to report to the Court by July 31, presenting a reasoned analysis for the agency's decision. The Court scheduled a status conference for August 2, and, on July 26, 1985, the Court issued a temporary restraining order, enjoining defendants from closing the shelter until further judicial proceedings. As shown below, this remand caused defendants to modify their decision to close the shelter, and to commit substantial federal funds to assist various groups in their efforts to relocate the shelter residents.

---

[3] On August 2, 1985, attorneys from the law firm of Convington & Burling entered an appearance on behalf of plaintiffs. Thereafter, the Court informally excused amici, who depart with the Court's gratitude for their helpful and professional assistance.

Pursuant to the Court's remand Order, defendants posted notices in the shelter seeking comments, which were to be sent to Dr. Vieth. HHS received several hundred comments. The Task Force also arranged for an inspection of the building by the Public Health Service, which was conducted on July 27, 1985. That inspection revealed exactly what every party to this case agrees to - that the building is substantially deteriorated, and generally unfit for human inhabitation. See Joint Stipulation at 2, ¶ 10.

On July 31, 1985, Dr. Vieth issued a lengthy memorandum to Charles D. Baker, Under Secretary of HHS. This memorandum, which was signed by Under Secretary Baker, described the history of CCNV's involvement with the shelter, summarized the comments received, and analyzed the issues. Dr. Vieth then identified five possible courses of action concerning the shelter:

A. Leave the shelter open in its present condition.

B. Leave the shelter open and renovate it in accordance with the GSA plans.

C. Leave the shelter open and renovate it with some more elaborate plan (e.g., the Levenson plan).

D. Close the shelter immediately.

E. Close the shelter effective on some date in the near future to permit the residents to locate alternative shelter arrangements.

After analyzing each of these choices, Dr. Vieth recommended option E to Under Secretary Baker. Vieth recommended "that the effective date of the shelter's closing be delayed until August 31, 1985, in order to permit the Task Force to exhaust all reasonable efforts to make alternative shelter arrangements." Vieth Memorandum at 25. Vieth also recommended that the $2.7 million, which was previously earmarked for the GSA renovations of the building, be made available for relocating the shelter residents.

In a memorandum dated July 31, 1985, Under Secretary Baker adopted Dr. Vieth's recommendation. This is now the final decision of the agency. The parties have submitted supplemental memoranda addressing this decision. Defendants have supplemented their still-pending motion to dismiss, and plaintiffs have filed another motion for partial summary judgment, seeking to enjoin the closing of the shelter, and to compel the defendants to make sufficient repairs to allow the shelter to remain open during the cold winter months. These motions must be viewed in the context of plaintiffs' Amended Complaint. Accordingly, after describing that Amended Complaint, the Court considers the pending motions.

E. The Amended Complaint.

As noted, plaintiffs amended their complaint after defendants initially decided to close the shelter, effective July 1. The Amended Complaint contains ten counts. The Court briefly describes the counts in the order in which they are analyzed in this Opinion.

Count four asserts a violation of plaintiffs' First Amendment rights of freedom of speech and to petition the Government for a redress of grievances. Count five notes that most shelter residents are black, and charges defendants with invidious discrimination against the residents on the basis of their race, presumably in violation of the Equal Protection component of the Due Process Clause of the Fifth Amendment. Plaintiffs' sixth count asserts that defendants' failure to honor Secretary Heckler's statement and defendants' efforts to close the shelter violate the Constitutional obligation of the Executive to "take Care that the Laws be faithfully executed . . . ." See U.S. Const. art. II, § 3.

Count nine alleges a deprivation of plaintiffs' private property without just compensation or due process of law. See U.S. Const. amend. V. Although plaintiffs in this count claim an entitlement to just compensation, they do not seek damages. Instead, plaintiffs contend that just compensation, "in the context of this case, means alternative shelter." Plaintiffs' Memorandum Opposing Defendants' Motion, and in Support of Plaintiffs' Motion for Partial Summary Judgment, at 59.

Count ten states that the proposed closing is of no force and effect because the shelter residents are tenants, and thus entitled to 30 days notice to quit.

Counts three and eight are based on theories of contract law. Count three asserts that Secretary Heckler's statement constituted a contract, and seeks specific performance or other injunctive relief. This count also contains language suggesting that plaintiffs might seek relief under a theory of promissory estoppel. Plaintiffs' eighth cause of action challenges the decision to close the shelter as a breach of defendants' "contract" with CCNV, stating that the shelter residents are intended third party beneficiaries of that "contract".

Three of the counts are based on the Administrative Procedure Act. Counts one and two seek to compel defendants to honor Secretary Heckler's November 4, 1984, statement, and charge defendants with agency action unlawfully withheld, and with unlawful agency action, pursuant to 5 U.S.C. §§ 706(1) and 706(2), respectively. Plaintiffs' seventh cause of action attacks the decision to close the shelter as "arbitrary and capricious, an abuse of discretion, and otherwise inconsistent with law."

In its prayer for relief, plaintiffs' Amended Complaint seeks declaratory and injunctive relief, as well as reasonable attorneys fees and costs, and, expenses of litigation.

THE COURT DISMISSES COUNTS FOUR, FIVE, AND SIX BECAUSE THEY FAIL TO STATE CLAIMS UPON WHICH RELIEF MAY BE GRANTED

On July 5, 1985, defendants moved to dismiss plaintiffs' fourth, fifth, and sixth causes of action, which allege violations of plaintiffs' First Amendment rights, equal protection, and the Executive obligation to faithfully execute the laws, respectively, for failure to state claims upon which relief may be granted. See Fed. R. Civ. P. 12(b)(6).

Plaintiffs' opposing memoranda fails to specifically address any issues with respect to these counts, but merely states that "[t]he remaining issues [presumably including those relevant to these counts] cannot be decided without resolution of material factual disputes." Plaintiffs then refer the Court to their Statement of Genuine Issues, submitted pursuant to Local Rule 1-9(i). That document does not contain any facts which could possibly be considered relevant to these counts.[4] The Court accordingly treats defendants' motion with respect to these counts as conceded. *See* Local Rule 1-9(d). For the above reasons, the Court dismisses these counts.

Furthermore, the Court agrees with defendants that, in the context of this case, these counts are frivolous. Count four alleges a violation of plaintiffs' First Amendment rights of freedom of speech and to petition the government for redress of grievances. There is no indication in this record, even after examining plaintiffs' Statement of Genuine Issues, that defendants have somehow infringed upon plaintiffs' First Amendment rights. Indeed, given the notoriety of this lawsuit, all indications are to the contrary.

---

[4] The Court is concerned about the propriety of attempting to address defendants' motion to dismiss these counts merely by referring to Plaintiffs' Statement of Genuine Issues. This Statement is supposed to contain material *facts*, not law. *See* Local Rule 1-9(i). Therefore, such Statements are inappropriate places to respond to *legal* points raised by a party. An example of such a legal point, noted *infra* p. 20, is defendants' contention in their Memorandum that there exists no express or even implied private right of action created by the Constitutional language that the Executive shall faithfully execute the Laws, referred to in count six. No amount of facts can address this point; plaintiffs must cite legal authority to refute this proposition. They should not cite legal authority in the factual Rule 1-9(i) Statement. In any event, *none* of plaintiffs' filings contain any factual or legal authority in support of count six, which must be dismissed. The Court must remind counsel that before signing a pleading filed in the federal courts, a lawyer is obligated to make "reasonable inquiry [that] it is well grounded in" law and fact. Fed. R. Civ. P. 11.

Count five states that most of the shelter residents are black, and charges the government with invidious discrimination. There is no allegation that plaintiffs have been treated differently from similarly situated individuals, and the absence of such an allegation is fatal to this count. See Reynolds v. Sims, 377 U.S. 533, 565 (1964).

Count six alleges that defendants have violated the Constitution by refusing to faithfully execute the laws of this nation. See U.S. Const. art. II, § 2. As noted supra p. 19 n. 4, the Court is unaware of a private right of action created by this section of the Constitution. The Court will not give this cause of action any further consideration.

In sum, these counts do not belong in this lawsuit. The Court dismisses them.

BECAUSE PLAINTIFFS HAD AN OPPORTUNITY TO COMMENT ON THE PROPOSED SHELTER CLOSING, THEY HAVE NOT BEEN DEPRIVED OF PROPERTY WITHOUT DUE PROCESS OF LAW

Plainiffs' ninth cause of action asserts that defendants, in deciding to close the building, without providing alternative shelter to the residents, have violated plaintiffs' Due Process rights. In support of this claim, plaintiffs assert that "[t]he tenancy interest of CCNV and the residents is a constitutionally protected property interest." Amended Complaint at 21. The defendants contend that plaintiffs have no protectible property interest in the continued operation of the shelter. Because the facts of this case clearly demonstrate that plainiffs were provided with all of the process that was due, the Court dismisses this count without deciding the difficult issue concerning whether plaintiffs possess a property interest in the continued operation of the shelter.

In Williams v. Barry, 490 F. Supp. 941 (D.D.C. 1980), aff'd, 708 F.2d 789 (D.C. Cir. 1983), a group of homeless persons sued the D.C. Government to enjoin it from closing two shelters. Judge Flannery of this Court held that plaintiffs possessed a protectible property interest in their shelter residency based on the following factors: the Mayor's Press Statement that "shelter is a basic human right", the Government's policy statement that "anyone who requests, or, is in apparent need of, shelter is entitled to it", and the establishment of a Commission on Homelessness. See 490 F. Supp. at 942-43, 946. In a later unpublished opinion, however, Judge Flannery held that the Fifth Amendment only required notice of a planned closing and a reasonable opportunity to present written comments. Williams v. Barry, No. 80-1104 (D.D.C. June 8, 1982).

Plaintiffs appealed Judge Flannery's conclusion that they were only entitled to written notice and comment procedures. The District did not cross appeal. Because defendants did not cross appeal, the Court of Appeals did not resolve the question of whether the statements and actions of the City officials created any constitutionally cognizable entitlement. Williams v. Barry, 708 F.2d 789, 792 (D.C. Cir. 1983).[5] The Court of Appeals affirmed Judge Flannery's conclusion that plaintiffs were entitled only to "particularized notice detailing the reasons for the proposed closing and a reasonable opportunity to submit written responses to the proposal." Id. at 791. The Court rejected plaintiffs' contentions that they were entitled to an oral hearing or to a written statement of the reasons for the final decision, noting that the decision to close the shelter was legislative in nature. Id.

Plaintiffs in this case have received all of the procedural protections held adequate in Williams. Pursuant to the Court's remand Order, defendants have posted notices at the shelter inviting written comments. The Court finds that this procedure afforded plaintiffs "notice of the planned closing and a reasonable opportunity to present written comments" held sufficient in Williams, 708 F.2d at 791. Moreover, although Williams held that a statement of the reasons for defendants' decision was not constitutionally required, see id. at 791-92 and n. 3, defendants issued such a statement of reasons in this case. Accordingly, plaintiffs have received all of the process that they are due, and the Court grants summary judgment for defendants on count nine of the Amended Complaint.

---

[5] In his concurring opinion, Judge Bork stated that, "[h]ad there been a cross appeal, I think it highly likely that no process would have been found due," and further that, "[n]o one has plausibly maintained that there is a constitutional or other legal right to city-provided shelter." 708 F.2d at 793. Judge Bork reasoned that these conclusions were compelled by the fact that the Mayor's decision to close the shelters was "a wholly political one," and thus unreviewable.

BECAUSE THE SHELTER RESIDENTS ARE NOT "TENANTS", THE COURT MUST DISMISS COUNT TEN, WHICH CLAIMS A VIOLATION OF D.C. EVICTION LAW

Plaintiffs' complaint asserts that "the residents of the shelter and CCNV are tenants and therefore are entitled to 30 days notice to quit." Amended Complaint at 21. Defendants have moved for summary judgment on this count, asserting that the residents are not tenants, and thus are not entitled to 30 days notice. The Court agrees with defendants..

Defendants' well-reasoned argument of the law, based on the undisputed facts, may be summarized in the following fashion. The District of Columbia Code provides that landlords must give "tenants", even tenants at will or by sufferance, 30 days notice to quit. D.C. Code §§ 45-1403 and 45-1404. The Code defines a "tenant" as a person "entitled" to occupy a "rental unit". Id. § 45-1503(30). A "rental unit", in turn, is defined as a housing accomodation "which is rented or offered for rent . . . ." Id. § 45-1503(27). Because the government never sought nor received any rent for the use of the shelter, the shelter is not a rental unit. Thus plaintiffs, occupants of the shelter, are not tenants. Plaintiffs, therefore, are not entitled to 30 days notice to quit.

Defendants support this position with case law. In Tamamian v. Gabbard, 55 A.2d 513, 514-15 (D.C. 1947), the D.C. Municipal Court of Appeals held that a rent-paying "roomer", who was a "tenant" within the meaning of the D.C. Emergency Rent Act, was not a "tenant" for other purposes under the Code, and, therefore, was not entitled to notice to quit. In Smith v. Town Center Management Corp., 329 A.2d 779, 780 (D.C. 1974), the D.C. Court of Appeals held that a person allowed to live in an apartment rent-free was not entitled to any notice to quit. Rather than a tenant, she was "a permissive user or licensee who, upon being asked to leave, became a trespasser." Id. Like the plaintiffs in these cases, defendants assert, CCNV and the shelter residents are not entitled to any notice to quit.

Defendants find further support for this conclusion in the legal relationship that at one time did exist between the various parties. The only legally cognizable interest which CCNV had in the shelter was a license, assigned to it by the D.C. Government, which expired on March 31, 1984. Joint Stipulation at 3, ¶¶ 13, 15. At no time could plaintiffs claim the status higher than that of a licensee, and now, over sixteen months after their license has expired, plaintiffs cannot even make that claim.[6]

---

[6] The Court notes that defendants announced the decision to close the shelter on July 31, which was 31 days before the effective date of the closing. Therefore, even assuming arguendo that plaintiffs are entitled to 30 days notice, this announcement might seem sufficient. Because the parties have not addressed the issue of whether the service of such notice was adequate, the Court does not rule on this contention. See D.C. Code § 45-1406.

In response to this detailed argument, plaintiffs merely assert that the nature of their legal relationship with defendants depends upon the resolution of facts. Citing absolutely no legal authority, plaintiffs state that the existence of such a "de facto tenancy" is a question of fact. Plaintiffs also baldly claim that CCNV's payment of utilities could constitute the "hirings" required to create a tenancy at sufferance under D.C. Code § 45-220.

In the absence of any legal authority which can demonstrate how the facts which plaintiffs intend to prove at trial could entitle them to 30 days notice, the Court must agree with defendants that plaintiffs are not tenants. Based on the undisputed facts, count ten of the Amended Complaint can provide no relief to plaintiffs, and the Court grants summary judgment for defendants.

THIS COURT LACKS JURISDICTION OVER PLAINTIFFS' COUNTS THREE AND EIGHT, WHICH ARE BASED ON CONTRACT, BECAUSE SUCH CLAIMS ARE COMMITTED TO THE EXCLUSIVE JURISDICTION OF THE CLAIMS COURT

Plaintiffs' third cause of action asserts that Secretary Heckler's "commitment" of November 4, 1984, "constitutes a contractual obligation to the plaintiffs which . . . the Court should enforce by ordering specific performance or other injunctive relief." Amended Complaint at 18. Plaintiffs' eighth cause of action, which challenges defendants' decision to close the shelter, claims that such decision "is unlawful because it is a breach of defendants' contractual obligation to CCNV and the intended third-party beneficiaries, the residents of the shelter." Id. at 20. The Court concludes that it has no jurisdiction to consider these counts because the United States Claims Court has exclusive jurisdiction over these contractual claims against the United States in excess of $10,000. The Court also treats as abandoned any contention by plaintiffs that the defendants are obligated by a theory or promissory estoppel to honor their "commitment".

First, although plaintiffs consistently refer to Secretary Heckler's statement as a "commitment" rather than a contract, the language of the Amended Complaint is clear: these two counts clearly are "at their essence" contract claims. See Megapulse, Inc. v. Lewis, 672 F.2d 959, 968 (D.C. Cir. 1982).

Second, because these federal officials are sued in their official capacity, these contractual counts are to be construed as ones against the United States. See 14 C. Wright, A. Miller, and E. Cooper, Federal Practice and Procedure (hereafter "Wright and Miller") § 3655 (2d ed. 1985). Because this is a suit against the United States, the United States must have consented to suit in this court to establish jurisdiction. United States v. Mitchell, 463 U.S. 206, 212 (1983); United States v. Testan, 424 U.S. 392, 399 (1976). The United States has consented to suit in actions based on contract through the Tucker Act, 28 U.S.C. §§ 1346(a) and 1491. Mitchell, 103 S. Ct. at 2967. The Tucker Act, however, represents the only waiver of sovereign immunity on contract claims. See id.; Spectrum Leasing Corp. v. United States, 764 F.2d 891, 893 n. 2 and 895 (D.C. Cir. 1985); 14 Wright and Miller § 3657, at 274.

Thus, because these counts are contract claims against the United States, jurisdiction in this Court must be found in the Tucker Act. Plaintiffs, however, have now conceded "that there is no Tucker Act jurisdiction." Plaintiffs' Memorandum Opposing Defendants' Motion, and in Support of Plaintiffs' Motion for Partial Summary Judgment, at 28. Because these are contract claims against the United States, and because jurisdiction over such claims must be based on the Tucker Act, plaintiffs' admission that there is no Tucker Act jurisdiction lays to rest the contractual claims found in plaintiffs' counts three and eight.[7]

In addition to raising a claim based on a theory of contract law, count three of plaintiffs' Amended Complaint may also be interpreted to make a claim of promissory estoppel. The defendants moved to dismiss this count, insofar as it raises a claim of promissory estoppel, noting that the Ninth Circuit has concluded that the United States has not waived its sovereign immunity with respect to this type of claim. See Jablon v. United States, 657 F.2d 1064, 1070 (9th Cir. 1981). Plaintiffs have not opposed this contention, and did not even address the promissory estoppel issue. Plaintiffs, therefore, have effectively abandoned this count, and the Court must treat it as conceded. See Local Rule 1-9(d). The Court declines to further address this issue without adversarial briefing[8], particularly because promissory estoppel claims against the government present "novel and difficult issues concerning subject matter jurisdiction and waiver of sovereign immunity." National Juvenile Law Center, Inc. v. Regnery, 738 F.2d 455, 466-67 (D.C. Cir. 1984).

---

[7] Even without this concession by plaintiffs, the Court must arrive at the same conclusion. There is no dispute that, for contract claims against the United States in excess of $10,000, the Court of Claims has *exclusive* jurisdiction. *Van Drasek v. United States*, 762 F.2d 1065, 1069 (D.C. Cir. 1985); *Megapulse*, 672 F.2d at 963-64 n. 13. Although plaintiffs do not seek money damages as such, these contract claims would easily require the expenditure of that sum. Insofar as plaintiffs seek equitable, injunctive or specific relief, their claims might not succeed in any court. *See generally* *Spectrum Leasing*, 764 F 2d at 893-95; *Maryland Department of Human Resources v. Department of Health and Human Services*, 763 F.2d 1441 (D.C. Cir. 1985).

In sum, plaintiffs' counts three and eight must be dismissed for the reasons heretofore stated.

---

[8] Amici briefed this issue, "in case it may be of use to the Court or the parties at some point in the proceedings", Memorandum of Amici Curiae at 9, concluding that promissory estoppel claims are within this Court's jurisdiction. Despite this briefing, the Court must ask more of plaintiffs than to simply ignore one of their causes of action when faced with a motion to dismiss. It would be an abuse of the Court's discretion to refuse to invoke Local Rule 1-9(d) in this situation, where plaintiffs have not even responded to the Motion to Dismiss in major part, despite its being filed more than six weeks ago, well over the ten days required by the Rules to respond. See Local Rule 1-9(d).

THE COURT MUST RULE FOR DEFENDANTS ON PLAINTIFFS' APA CLAIMS BECAUSE DEFENDANTS' DECISION TO CLOSE THE SHELTER AND SPEND $2.7 MILLION TO RELOCATE THE RESIDENTS IS BASED ON A REASONED ANALYSIS

The remaining counts of plaintiffs' Amended Complaint are based on the Administrative Procedure Act. These APA counts are the crux of this litigation. Plaintiffs' count one charges that defendants' refusal to honor Secretary Heckler's November 4, 1984, statement constitutes agency action unlawfully withheld. 5 U.S.C. § 706(1). In count two, plaintiffs state that defendants' plans for the shelter, in light of the Secretary's statement, constitute unlawful agency action. 5 U.S.C. § 706(2). The seventh cause of action challeges the decision to close the shelter on the grounds that it is arbitrary and capricious, an abuse of discretion, and otherwise "inconsistent" with law. Id.

The government defends against these APA claims on three fronts. First, as to counts one and two, defendants assert that this Court lacks subject matter jurisdiction. Second, defendants contend that the decision to close the shelter is wholly "committed to agency discretion by law", 5 U.S.C. § 701(a)(2), and thus unreviewable. Third, defendants state that, even assuming jurisdiction and reviewability, their decision must be upheld under the narrow standard of judicial review because that decision is based on a reasoned analysis. The Court considers these points in turn, and, as shall become clear, the Court agrees with defendants only as to this last contention.

A. This Court has Jurisdiction Over Plaintiffs' APA Claims.

Defendants allege that there are fatal jurisdictional defects in plaintiffs' counts one and two, claiming that this case does not come within the APA's waiver of sovereign immunity. As developed below, the Court disagrees with defendants on this complex issue because plaintiffs' action does not seek monetary relief, and because the Tucker Act does not preclude the assertion of jurisdiction.

The APA represents a broad waiver of sovereign immunity, but defendants quickly point out that the APA withdraws that waiver where "any other statute that grants consent to suit expressly or impliedly forbids the relief which is sought." 5 U.S.C. § 702. As in Megapulse, Inc. v. Lewis, 672 F.2d 959, 970-71 (D.C. Cir. 1982), the government here contends that the relief sought by plaintiffs is tantamount to a request for specific performance of a "contract", which relief is prohibited by the Tucker Act. Thus, defendants conclude that the APA waiver of sovereign immunity does not apply. The Court rejects this contention.

The Court of Appeals for this Circuit recently set forth the proper analytical framework for this jurisdictional problem. See Maryland Department of Human Resources v. Department of Health and Human Services, 763 F.2d 1441, 1446 (D.C. Cir. 1985). This Court has jurisidiction over the APA claims pursuant to 28 U.S.C. § 1331 if: (1) the relief sought is within the APA's waiver of sovereign immunity, which is limited to actions "seeking relief *other than monetary damages*", 5 U.S.C. § 702 (emphasis supplied), and (2) the Tucker Act does not preclude the invocation of section 702's waiver of sovereign immunity or the assertion of general federal question jurisdiction, 28 U.S.C. § 1331, over plaintiffs' claims. *Maryland Department of Human Resources*, 763 F.2d at 1446.

The APA does not operate as a waiver of sovereign immunity in actions seeking money damages. 5 U.S.C. § 702. Although the requested relief under counts one and two, which seek to compel defendants to make substantial renovations to the building, would require the expenditure of money by the government, it is clear that plaintiffs are seeking *specific* monetary relief, not damages. This distinction, which is clearly noted in *Maryland Department of Human Resources*, 763 F.2d at 1446-48, means that plaintiffs have satisfied prong one of the analysis. The Court now turns to prong two.

Cases against the United States involving over $10,000, such as this one, are committed by the Tucker Act to the exclusive jurisdiction of the United States Claims Court if they are (a) contract claims, or (b) "founded either upon the Constitution, or any Act of Congress or any regulation of an executive department." 28 U.S.C. §§ 1491(a)(1) and 1346(a)(2); *Maryland Department of Human Resources*, 763 F.2d at 1448. "There is a complex and not completely uniform body of case law dealing with when and to what extent the presence of Tucker Act jurisdiction precludes the availability of relief under the APA." Maryland Department of Human Resources, 763 F.2d at 1449. To sift through this complex case law to determine whether the Tucker Act precludes the APA's waiver of sovereign immunity, the Court must examine whether the APA counts present (a) contract claims, and whether they present (b) statutory claims for damages.

Although plaintiffs' third and eighth causes of action are clearly based on an alleged breach of contract, and, as previously discussed, are thus beyond the jurisdiction of this Court, these APA claims are not so clearly founded on a contract for the purposes of the Tucker Act. See Spectrum Leasing, 764 F.2d at 893 ("A court will not find that a particular claim is one contractually based merely because resolution of that claim requires some reference to a contract."); Megapulse, 672 F.2d at 971 (same). Plaintiffs' APA claims primarily attack an agency action which conflicts with that agency's prior decision. For this reason, the Court is convinced that these are not merely "'disguised' contract claims." Megapulse, 672 F.2d at 969.

Furthermore, plaintiffs' APA claims in this case are more analogous to the cessation of a grant than a typical government contract. In Maryland Department of Human Resources, a claim based on a grant was held to be within the district court's jurisidction. As the Court of Appeals for this Circuit stated just this year:

> To be sure, Maryland's request for an injunction enjoining HHS from withholding funds is somewhat analogous to a request for specific performance of a contract that obliges the promisor to pay money. But we have found no case in which the contract claims provision of the Tucker Act has been held applicable to a dispute between a state and the federal government over the "contractual" rights and obligations of the "parties" to a federally funded program. Althought the principles of contract law undoubtedly have a role to play in such disputes, [citation omitted], *we see no reason to assume that what is involved here is a contract within the meaning of the Tucker Act.* As the Supreme Court recently noted, "[u]nlike normal contractual undertakings, federal grant programs originate in and remain governed by statutory provisions expressing the judgment of Congress concerning desirable public policy." *Bennett v. Kentucky Department of Education*, 105 S. Ct. 1544, 1552 (1985).

763 F.2d at 1449.

In addition to not being disguised government contract claims, plaintiffs' APA claims also are not within Tucker Act jurisdiction over statutory or constitutional claims. The Supreme Court has declared that for such jurisdiction to exist under the Tucker Act, plaintiffs must rely on a substantive source of law that "'can fairly be interpreted as mandating compensation by the Federal Government for the damages sustained.'" *United States v. Mitchell*, 463 U.S. 206, 216-17 (1983)(quoting *United States v. Testan*, 424 U.S. 392, 400 (1976)). Because in this case there clearly is no statutory or constitutional provision which, standing alone, commands the payment of money, *see* *United States v. Connolly*, 716 F.2d 882, 887 (Fed. Cir. 1983), *cert. denied*, 104 S. Ct. 1414 (1984), plaintiffs' APA claims are not within this section of Tucker Act jurisdiction. Therefore, because the Tucker Act does not apply, it cannot preclude the invocation of the APA's waiver of sovereign immunity over plaintiffs' claims. See Maryland Department of Human Resources, 763 F.2d at 1446.

Accordingly, plaintiffs' APA claims are not precluded by the Tucker Act. Thus, this Court has jurisdiction pursuant to the APA and 28 U.S.C. § 1331, only, assuming these APA claims are otherwise properly subject to judicial review. The Court next considers whether the defendants' decision with respect to the shelter is reviewable under the APA.

B. Because There is Ample "Law to Apply" to Defendants' Decision to Close the Shelter, that Decision is Reviewable Under the APA.

Defendants contend that the decision to close the shelter is unreviewable under the APA because that is a decision "committed to agency discretion by law." 5 U.S.C. § 701(a)(2). See generally Heckler v. Chaney, 105 S. Ct. 1649 (1985); Citizens to Preserve Overton Park, Inc. v. Volpe, 401 U.S. 402 (1971)("Overton Park"); Falkowski v. EEOC, 764 F.2d 907 (D.C. Cir. 1985). As shown below, however, the Court finds that there exists "law to apply", Overton Park, 401 U.S. at 410, in both the Heckler statement and the Community Services Block Grant Act, 42 U.S.C. § 9910. Accordingly, plaintiffs' APA claims are reviewable and within the Court's subject matter jurisdiction.

"[T]he Supreme Court has traditionally not been sympathetic to arguments that judicial review is not available under the APA." American Friends Service Committee v. Webster, 720 F.2d 29, 39 (D.C. Cir. 1983). Section 701(a)(2)'s exception to the general rule of judicial reviewability "is a very narrow exception." Overton Park, 401 U.S. at 410. It precludes judicial review only where "there is no law to apply." Id. The Supreme Court recently held that this exception is presumed to govern agency decisions not to enforce a statute, comparing such decisions to unreviewable decisions by prosecutors to refuse to prosecute. Chaney, 105 S. Ct. at 1656. In light of Chaney, the Court of Appeals for this Circuit has held that the Justice Department's decision not to provide counsel for a governmental employee was "analogous to deciding whether to enforce a statute", and thus unreviewable. Falkowski v. EEOC, 764 F.2d at 911.

Chaney and Falkowski involved discretionary agency decisions to refuse to commit limited agency resources to a course of action. In this case, had the government in the first instance refused to act upon CCNV's request to renovate the shelter, these precedents might operate to preclude judicial review. The case at bar, however, concerns a decision to close the shelter in violation of an undisputed prior statement to make at least some renovations. Accordingly, this situation is distinguishable from the decisions at issue in Chaney and Falkowski.

The Supreme made this distinction clear in Motor Vehicle Manufacturer's Association v. State Farm Mutual Automobile Insurance Co., 463 U.S. 29 (1983)("State Farm"). That case involved a challenge to the National Highway Safety

Administration's revocation of a regulation. Rejecting a claim that the decision was not reviewable, the Court stated:

> [R]evocation of an extant regulation is substantially different than a failure to act. Revocation constitutes a reversal of the agency's former views as to proper course . . . . Accordingly, an agency changing its course by rescinding a rule is obligated to supply a reasoned analysis for the change beyond that which may be required when an agency does not act in the first instance.

463 U.S. at 41-42. Accord, Ventura Broadcasting Co. v. FCC, 765 F.2d 184, 191 (D.C. Cir. 1985); Massachusetts Fair Share v. Law Enforcement Assistance Administration, 758 F.2d 708, 711 (D.C. Cir. 1985). Such a requirement - that the agency adequately explain its change of course - is necessary to protect the honor and integrity of the government, because, without such a requirement, the government should be held to its word. Molton, Allen and Williams, Inc. v. Harris, 613 D.2d 1176, 1181 (D.C. Cir. 1980).

This requirement is not limited to published rules or regulations. Retired Circuit Judge Wilkey in Molton, Allen and Williams, while distinguishing the Supreme Court decision in Federal Crop Insurance Corp. v. Merrill, 332 U.S. 380 (1947), held that, under the circumstances of that case, an oral commitment could be enforced against the government to restore the honor and credit of the government. See 613 F.2d at 1181. "This precept is rooted in the concept of fair play . . . and its ambit is not limited to rules attaining the status of

formal regulations." Massachusetts Fair Share, 758 F.2d at 711. See also, e.g., Yellin v. United States, 374 U.S. 109, 123 (1963)(a committee's internal rules); United States v. Heffner, 420 F.2d 809, 811 (4th Cir. 1970)(an IRS news release); Kent Farm Co. v. Hills, 417 F. Supp. 297, 301 (D.D.C. 1976)(an informal policy).

The Court also finds that, although Secretary Heckler's statement of November 4, 1984, provides "law to apply", rendering reviewable the decision to depart from the statement, the parties' dispute as to the extent of the governmental commitment is immaterial. As noted, defendants claim that the government only agreed to perform the seven tasks listed in the November 4, 1984, statement. Plaintiffs contend that the government promised more, such as single person cubicles.

It remains undisputed, however, that the government did change its course based on a variety of reasons. Such a change of course is subject to a limited and narrowly prescribed standard of judicial review. State Farm, 463 U.S. at 43. If rationally based, the decision to close the shelter must be sustained under the APA's arbitrary and capricious standard. Id.[9] Such review generally is conducted solely on the basis of the administrative record. Overton Park, 401 U.S. at 420-21. Under these circumstances, the dispute as to the scope of the commitment is immaterial.

---

[9] Assuming reviewability, the parties agree that the decision to close the shelter is to be measured against the arbitrary and capricious standard. See Plaintiffs' August 9, 1985, Memorandum at 6; Defendants' August 9, 1985, Memorandium at 16.

The Court also finds "law to apply" in the standards of the Community Services Block Grant Act. This Act provided the source of the Secretary's authority to utilize funds for renovations of the shelter. See 42 U.S.C. § 9910. Although an agency's decision not to provide funds pursuant to that Act in the first instance might not be reviewable, International Union, United Automobile, Aerospace & Agricultural Implement Workers of America v. Donovan, 746 F.2d 855, 862 (D.C. Cir. 1984), the Court agrees with plaintiffs that the decision to rescind such funds[10] is reviewable.

Accordingly, both the Heckler statement and the funding Act provide law to apply in reviewing this decision, which is subject to the familiar arbitrary and capricious standard. The Court now turns to this inquiry.

---

[10] Because defendants have decided to use the funds already designated for renovations to assist in the relocation of the shelter residents, it might be improper to characterize the re-channelling of these funds as a "rescission". Nonetheless, the Court will examine the record and the defendants' reasons for their decision upon this Court's remand to the relevant agency to see if the intended use of these funds comports with the standards of the Act.

C. The Defendants' July 31, 1985, Decision is Based on a Reasoned Analysis, and Must be Sustained.

The Court must examine whether the government's decision is based on a "reasoned analysis." State Farm, 463 U.S. at 42. The Court must uphold the agency's decision unless it is "arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law." 5 U.S.C. § 706(2)(a). The Court's review under this "standard is narrow and a court is not to substitute its judgment for that of the agency." State Farm, 463 U.S. at 43; Center for Auto Safety v. Peck, 751 F.2d 1336, 1342 (D.C. Cir. 1985). The Court must determine "whether the decision was based on a consideration of relevant factors and whether there has been a clear error of judgment." State Farm, 463 U.S. at 43 (quoting prior decisions). A review of the agency's reasoning for its decision to close the shelter, providing $2.7 million to assist its residents in relocation, demonstrates that it survives this level of scrutiny.

The reasons for the agency's decision in the instant case appear in the July 31, 1985, memoranda exchanged between Dr. Vieth and Under Secretary Baker. In his 26 page memorandum to Baker, which the Under Secretary signed, Vieth thoroughly analyzed all of the issues and options before the Task Force.

Vieth identified five possible options. These were: (A) to leave the shelter open in its present condition, (B) to leave the shelter open and renovate it in accordance with the GSA plans, (C) to leave the shelter open and renovate it in accordance with some more elaborate plan, such as the plan by plaintiffs' hired architect, Mr. Levenson, (D) to close the shelter immediately, and (E) to close the shelter effective on some date in the near future to permit the residents to locate alternative shelter arrangements. Vieth also noted that the agency had the option to provide funds to assist in the undertaking of the relocating the residents of the shelter.

After considering these courses of action, Vieth chose option (E), recommending to close the shelter on August 31, and to provide $2.7 million of federal funds toward dispersing and relocating the residents. Baker responded in a three page memorandum, adopting Vieth's recommendation. It is clear that the Court must look to both documents, and to the supporting papers which constitute the administrative record, to determine the basis for the agency's decision.

The most serious dispute between the parties concerns the lack of alternative shelter space in the city. The Second Street shelter is by far the biggest such facility in Washington. Although the estimates differ as to the exact number of homeless who sleep at the shelter each night, for the purposes of this decision it is sufficient to note that the shelter regularly is used by several hundred suffering and truly needy persons. As of right now, it appears that there exists inadequate space in other shelters to house the current residents of the Second Street shelter. Under Secretary Baker concluded that "[o]nly a final decision to close the shelter soon will bring forth the development of adequate alternative shelter capacity before the onset of winter." Baker Memorandum at 2.

Plaintiffs attack this reason for closing the shelter as irrational. They refer to it as a "political game of chicken", which will merely send the residents out into the cold. See Plaintiffs' August 7, 1985, Memorandum at 14. There is no need to resort to this sort of invective. Plaintiffs' contention ignores the critical aspect of the July 31 decision: defendants will provide up to 2.7 million dollars to the District Government or to other shelter providers to prepare and equip shelter space and appropriate facilities for the residents of the Second Street shelter. The Court must admit that without this funding, it would have grave reservations about upholding the decision to close the shelter. But this is not a problem now before the Court. The fact remains that defendants have agreed to spend these funds, and this crucial funding may be just the cure for the problem that has plagued the Court in its study of this serious problem in this case, which began in mid-June, 1985, namely, the lack of alternative shelter space. Given this funding obligation, this is certainly not an irrational decision.

There is other sound reasoning supporting the decision. Dr. Vieth stated the belief of the federal government that homelessness is a local problem, and that state and local governments should ultimately be responsible for providing for the needs of the homeless. To achieve the involvement of the D.C. Government, Vieth determined that the shelter must be closed, because it is undisputed that the D.C. Government has refused to become involved in this undertaking until the shelter is closed and this litigation is concluded. Vieth noted that in the long run, federal funding is not enough, and that the shelter could not "be operated safely, humanely, or effectively without the involvement and operational support of local authorities. The D.C. Government's unwillingness to become involved with CCNV and this shelter probably doomed this project from the start." Vieth Memorandum at 24. The Court agrees.

Plaintiffs attack this reasoning, stating that the Secretary's statement in November 4, 1984, was not conditioned on involvement by the local government. The record throughout this ordeal does disclose, however, federal efforts to involve the D.C. Government. HHS issued its license to the District, not to CCNV. HHS officials made clear to Mitch Snyder that the District bore the primary responsiblity for housing the homeless. See Heckler Statement of November 4, 1984; Vieth letter to Snyder, August 14, 1984. These efforts have proven unsuccessful, and the federal government realizes that the D.C. Government will not operate this shelter. The federal officials have decided to achieve the proper involvement by providing funds to the local government and private shelter operators in an effort to relocate the residents. If the Court were to make this decision in the first instance, it might have chosen a different tactic to achieve local government involvement. In light of the Court's limited power in this case, however, it cannot say that this decision lacks a rational basis.

Further support for the agency's reasoning, insofar as it concerns the role of the D.C. Government, is found in the Community Services Block Grant Act, the source of the $2.7 million. See 42 U.S.C. § 9910. That Act does not authorize funding of projects merely designed to create or renovate physical structures. It does, however, authorize funding of "special programs of assistance to private, locally initiated community development programs which sponsor enterprises providing employment and business development opportunities for low-income residents of the area." 42 U.S.C. § 9910(a)(2)(A). This Act provides a rational basis for a decision not to pour funds into an old, deteriorated building, but instead to support local government and private groups to help these disadvantaged persons.

Dr. Vieth and Under Secretary Baker also relied on the undisputedly deplorable condition of the building in deciding to close it. The administrative record reveals that the Task Force arranged an inspection of the building by the Public Health Service. That inspection, conducted on July 27, 1985, noted the inadequate plumbing and sanitation facilities, poor cleaning and maintenance, infestation by rats, roaches, and other insects, etc. Plaintiffs attack this as a reason for closing the shelter, stating that the deteriorated condition of the shelter means only that defendants must renovate it. The Court disagrees. The abominable state of the structure compels the conclusion that the building must not remain in its current condition and use. This, in turn, compels at least two rational choices: (1) fix the shelter, as plaintiffs demand, or (2) evacuate it and relocate the residents, as defendants have decided. Defendants considered both of these options, but plaintiffs disagree with their choice. The APA contains no mandate that defendants make the choice plaintiffs seek. MCI Telecommunications Corp. v. FCC, 675 F.2d 408, 413 (D.C. Cir. 1982). Defendants here have made a rational choice, which the Court will not disturb.

Vieth and Baker also cite the inability to find a suitable operator for a shelter of this size, and GSA's opinion that adequate renovations could not be concluded before the winter season. Plaintiffs dispute the adequacy of defendants' search for other shelter operators, and point out that CCNV is willing to operate it. It is clear, however, that the problems surrounding this shelter have been greatly publicized. Still, no group has come forward to volunteer to operate it. And, as demonstrated by plaintiff Snyder's June 6, 1985, letter to Secretary Heckler, it is equally clear that CCNV is not willing to operate the shelter unless the government agrees to perform the demanded renovations.[11] Similarly, there is no basis to dispute GSA's determination that proper renovations could not be completed before the advent of winter. Under these circumstances, the decision to close the shelter is a sound one.

---

11. While CCNV's willingness to operate the shelter through the winter is commendable, the human beings at the facility need and deserve more than CCNV now appears to be able to provide.

Another reason for the decision is found in the statutory source for funding, the Community Services Block Grant Act, 42 U.S.C. § 9910(a)(2)(A). A total of $19,920,000 is available for such programs nationwide. See Pub. L. No. 98-619, 98 Stat. 3305, 3319 (1984). Given this limitation, it would be difficult to justify making the repairs urged by plaintiffs, the cost of which are estimated at $10 million, on one building in one city, where it is clear that this is a national problem.

The memoranda before the Court are replete with further reasons for HHS's decision. The memoranda note the breakdown of the relationship with CCNV. The Task Force also foresees the likelihood of unwarranted future HHS expenditures on the shelter, even if revovated now. Dr. Vieth also noted a disagreement among authorities as to whether it is appropriate to house together as many people as now reside in the shelter. He concluded that, given this disagreement, "this is precisely the sort of decision which should be left to the local authorities and experts." Vieth Memorandum at 18. Vieth also noted the perceived increase in crime in the neighborhood of this shelter, which houses several hundred people each night, since its opening in January, 1984.

Taken together, these reasons provide a rational basis for defendants' decision to close the shelter, and to commit federal funds to assist in the residents' relocation. Because the decision was based on a "reasoned analysis", State Farm, 463 U.S. at 42, the Court will not disturb it, subject to relocating these people at once and before the winter months.

This temporary World War II building certainly does not provide a place now fit for human habitation. Defendants are entitled to summary judgment on these APA counts.

CONCLUSION

This case concerns a governmental response to what is truly an emergency. Defendants herein have made clear their belief that the problem of homelessness is essentially a local one. Perhaps that conclusion is correct. That perception would not, however, justify closing this huge shelter for homeless persons without any governmental commitment to see that the residents are given adequate shelter before the winter begins. The Court notes that just this week, the governor of at least one state of this nation, faced with a natural disaster such as a flood, tornado, or hurricane, has declared certain areas to be disaster areas, invoking federal, state, and private aid. Relief efforts for disasters such as those, which are not totally dissimilar to the plight of the homeless in this city, depend on governmental leadership. That is exactly what is called for in this case: governmental leadership. The Court will hold the government to its obligation to offer assistance to relocate the shelter residents, and any party to this case may petition the Court, through the Clerk of the Court, to reopen this case in the event that they feel that the government is not fulfilling that duty. The Court also expresses the precatory desire that the government of the District of Columbia will participate in this initiative to help relocate these people.

The Court realizes that the problem of the homeless in this city and throughout the nation cannot be solved by the government alone. There is only enough money in the federal budget to scratch the surface. Nevertheless, as in the case of a ravaging flood, tornado, or hurricane, no less than the President of the United States should treat this as a national emergency, and call upon the captains of industry, health care professionals, members of the medical and psychiatric professions, and others skilled in job training and counseling in order that the full impact of the nation's resources can be brought to bear to eliminate this national disgrace. It is hoped that the focus on this case will result in a joint and combined effort of the public and private sectors of our great nation to meet the unmet needs of these people who, as President Reagan stated last year in one of his major television addresses, are some of the "truly needy" for whom the government exists. As previously stated, if this can be done in cases of natural disasters, it can also be done for those who have no constituency. The Court hopes that many if not most of these individuals can be reclaimed and restored to their rightful place as taxpayers and self-respecting members of society.

The Court has entered an Order of this date granting defendants' motion, and denying plaintiffs' motion.

August 19, 1985
DATE

Charles R. Richey
CHARLES R. RICHEY
UNITED STATES DISTRICT JUDGE

Mr. **Barnes**. Thank you very much.

The subcommittee will stand adjourned.

[Whereupon, at 1:25 p.m., the subcommittee was adjourned, subject to the call of the Chair.]

○